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ABSTRACT

On July 31, 1978, the U.S. Senate Committee on Human Resources held a hearing in Perth Amboy, New Jersey, on the problem of youth unemployment. In particular, the effectiveness of the CETA (Comprehensive Employment and Training Act) and YEDPA (Youth Employment and Demonstration Projects Act) programs concerned the Committee. Following an opening statement by Senator Harrison Williams, testimony and prepared statements were given by public officials of Perth Amboy and Middlesex County as well as by school officials, representatives of various community agencies, and CETA trainees. The majority of witnesses felt that CETA had achieved limited success in targeting services and jobs to those in need. The Puerto Rican Association of Human Development presented testimony and documentation on the failure of CETA to help Hispanics gain employment. It was recommended that CETA develop more sophisticated evaluation procedures, that local agencies have more input in funding distribution, bilingual programs be instituted, and CETA and the school districts increase their cooperative efforts. David H. Tyrrell of Middlesex County College testified on the relationship between CETA and colleges, stressing the need for ongoing commitment on the part of the government and the schools. He also emphasized the importance of bilingual education. (Also included are materials submitted by parties not present and an entry in the Congressional Record by Senator Williams summarizing the hearing.) (EJG)

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YOUTH UNEMPLOYMENT, 1978

HEARING

BEFORE THE

COMMITTEE ON HUMAN RESOURCES
UNITED STATES SENATE

NINETY-FIFTH CONGRESS

SECOND SESSION

ON

EXAMINATION OF THE PROBLEMS FACING YOUTHS IN THE JOB MARKET

JULY 31, 1978

PERTH AMBOY, N.J.

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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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YOUTH UNEMPLOYMENT, 1978

MONDAY, JULY 31, 1978

U.S. SENATE,
COMMITTEE ON HUMAN RESOURCES,
Perth Amboy, N.J.

The committee met, pursuant to notice, at 9:30 a.m., in the city council chamber, city hall, Perth Amboy, N.J., Senator Harrison A. Williams, Jr. (chairman), presiding.

Present: Senator Williams.

OPENING STATEMENT OF SENATOR WILLIAMS

The CHAIRMAN. We have brought our Senate committee to Perth Amboy for many reasons. I'd like to read part of a statement. Then we have Tom Molyneux ready to open our hearing.

The committee meets in Perth Amboy today to explore, at the local level, one of the most persistent, intractible barriers to full employment and sound economic and social growth as a nation.

Youth unemployment, joblessness among the young people of the Nation, has presented us with serious social and economic consequences.

But more important, in my view, are the personal consequences for young Americans—in terms of opportunities lost, human potential wasted, and the prospect of living in deprivation and discouragement for all of their years.

The scope of youth unemployment is a continuing national scandal.

Despite improvement in recent months in overall youth unemployment, joblessness among teenagers was 14.2 percent in June—nearly 2½ times the rate of the labor force as a whole.

Among minority teenagers, unemployment in June was a tragic 37.1 percent, and it ranged up to more than 50 percent among minority young women and residents of both sexes in poverty neighborhoods.

The progress that has been made over the past year is largely attributable to new and expanded Federal programs.

We have mounted the broadest and most significant national offensive against youth unemployment in 45 years.

New programs were enacted last year in the Youth Employment and Demonstration Projects Act, and youth services under the Comprehensive Employment and Training Act were greatly expanded.

As a result, more than two and one-third million young people have received employment and training opportunities under Federal programs in the first 6 months of this year. This figure is more than four times the number served under Federal programs that were operating before CETA was enacted in 1974.

Our focus today will be mainly upon the newly authorized youth employment and training programs that were enacted last year and funded by Congress with an initial appropriation of $1 billion.

These programs have been through the initial start-up phases, but implementation is not complete. They are expected to achieve only 73 percent of their full operational potential by the end of the current fiscal year on September 30, 1978.

Authorization for funding the new programs, as well as the entire CETA program, expires this year. Legislation to extend the programs will come before the Senate during August, and these hearings will provide the committee with the opportunity for a timely evaluation of their impact and value.

The committee's interest is in exploring the major policy questions and the degree to which the CETA programs—including the new youth programs under YEDPA—are operating at the local level to provide the answers.

Effective programs require that we understand the experiences of youth in the workplace and their expectations and aspirations for the future.

We must insure that limited resources are appropriately targeted on youth who are most in need and on areas where unemployment is most severe.

We have to insure that educational programs, job-skill development, and job placement agencies are fully coordinated so that acquisition of basic and special skills can be converted to satisfying and productive careers.

Today, we will explore the working relationship between the educational system and the Federal employment and training programs, as well as: whether these programs are funneling youth into careers with the greatest future opportunities and potential; whether placement goals place the incentives on moving youth through their training too rapidly, before they reach optimum skill levels; and what difficulties might be expected in shifting the emphasis of the programs away from simple work experience and toward more formal and structured training.

The experience of the distinguished and able witnesses to be heard by the committee will provide us a solid basis for exploring these and other questions. I welcome them and thank them for their willingness to assist the committee.

It's vital that we get the story from a community that is classically important, because we have such a large percentage, and have had such a large percentage, of unemployed young people.

So, New Jersey's experience will be very, very critical to the Senate's consideration when we take up CETA and the other programs within a very few days.

It is with the greatest pleasure that I now begin with the director of the Middlesex County Board of Chosen Freeholders, Tom Molyneux. Middlesex County is the key to the delivery of these programs in the community through the prime sponsor organization that we have created under the Comprehensive Employment and Training Act, CETA.

So, Tom, I'm always glad to be with you, whether it's at picnics, at rallies, or during the day in the hard work of making government deliver to the people the services they need.

STATEMENT OF THOMAS J. MOLYNEUX, DIRECTOR, MIDDLESEX COUNTY BOARD OF CHOSEN FREEHOLDERS

Mr. MOLYNEUX. Thank you very much, Senator.

On behalf of the board of freeholders of the County of Middlesex, we welcome you and your staff into our fine county. And I know that Mayor Otlowski later on will welcome you to this very, very fine, progressive city of Perth Amboy.

During the past decade, interest has begun to stir as the labor market experiences of younger persons have been elevated to the level of a social problem. The name of this social problem is unemployment.

Teenagers have always been more susceptible to unemployment than adults. During the 1960's, however, the already-high teenage unemployment rate began to rise relative to that of the other age groups.

This deterioration was particularly marked among blacks. The unemployment rate for black teenagers, particularly girls, rose to an almost unbelievably high level. Even in 1966 and 1967, when economic slack had been largely eliminated and labor markets were quite tight, teenage unemployment remained above the level of earlier prosperity periods.

In 1967, persons aged 16 to 19 accounted for 8.5 percent of the labor force; but for 28 percent of the unemployment.

In a society increasingly concerned with target unemployment rates and with the trade-offs between unemployment and price level change, it has become important to know why young workers account for such a high proportion of total joblessness.

In a society increasingly concerned with eliminating poverty, it has become important to know the impact of early labor market experience on current family income and on the development of adult skills and work attitudes.

There are three questions of primary concern:

Why is unemployment so high among younger workers, even under the best of circumstances?

Why has it risen so sharply during the past decade?

How efficiently does the labor market function in transforming novices into productive and flexible adult labor?

The first question is the most readily answered. The normally high level of teenage unemployment is due primarily to the fact that so many teenagers are labor market entrants or re-entrants, rather than to their deficiency or instability as employees. Teenage job hunters do not appear to experience greater difficulties in finding employment than do adult job hunters.

Unemployment is higher among teenagers than among adults because the proportion of job hunters is also higher. The adverse labor market experience of any specific cohort of teenagers is not thus predictive of subsequent difficulty in adult life.

Rather, within a decade or less, the high unemployment rates of the teenage years are replaced by exceedingly low-unemployment rates, reflected through school departure, the acquisition of a full-time job, and maturation.

To emphasize that frequent labor market entry or re-entry is the major explanation for high teenage unemployment is not to rule out

the possibility that low levels of motivation, insistence on unrealistically high wages, or the inadequacy of current labor market institutions may also play a contributory role.

A number of different explanations have been advanced for the rise in teenage unemployment.

Some have suggested that underlying structural changes have permanently reduced the unemployability of younger workers: For instance, that successive increases in the minimum wage and the expansion of its coverage have resulted in a sizable number of teenagers being unable to find jobs because their productivity does not warrant payment of the legal minimum; or that advancing technology is reducing employment opportunities for workers with minimal education or experience; or that traditional "entry jobs" are being eliminated and the creation of new "entry activities" inhibited—as a result, less-educated youths are being condemned to long sieges of unemployment.

Indications are that the teenage labor market is highly, though not perfectly, flexible and is closely interrelated with the adult labor market. Further, there is no evidence that the employability of teenagers has been impaired by increased minimum wages or by technical changes.

On the basis of all the available evidence, higher teenage unemployment must be attributed to substantial increases in the supply of teenage labor, and to the very important changes in its quality.

Between 1953 and 1957, the population aged 16 to 19 increased by 700,000, or 8 percent; between 1957 and 1960, by 1.4 million, or 15 percent; between 1960 and 1964, by 2 million, or 19 percent; and between 1964 and 1966, by 1.4 million, or 11 percent—with the increase slackening greatly in 1967.

In 1953, 16 to 19 year olds accounted for 7.7 percent of the working age population. By 1967, this percentage had risen to 10.5 percent. These additional teenagers were all school attenders, available only for part-time or part-year jobs.

Youths who in earlier periods would have entered the labor market on a full-time basis in their midteens, are now likely to enter and reenter several times during their school careers, each time running the risk of exposure to unemployment.

Although the teenage population will continue to expand, its peak rate of growth seemingly has passed. In 1967, persons aged 16 to 19 accounted for 10.5 percent of the noninstitutional population. In 1970, they accounted for 10.6 percent; in 1975, for 10.7 percent; and in 1980, projected for 10.1 percent.

Between 1958 and 1967, there was a significant substitution of teenage for adult labor, as the teenage share of total employment rose from 5.7 to 7.6 percent. Such substitution will not necessarily be in the future, if we are to maintain the current teenage unemployment and labor force participation ratios.

It is only necessary that employment opportunities grow as rapidly for teenagers as for adults. The creation of the Youth Employment and Demonstration Projects Act must be considered a vehicle by which youth can be afforded realistic experiences in the world of work, as well as a better awareness of the linkage between education and employment.

Although job competition from the growing number of persons in their early twenties or increased labor force participation by women may cause problems, the stabilization of the teenage/adult population ratio offers substantial hope for reduction in teenage unemployment.

The third major question deals with efficiency of the labor market in transforming novices into productive and flexible adult labor.

One of the major criteria for evaluating the initial labor market experiences of teenagers should be the impact of these questions on subsequent adult performance.

The Youth Employment and Demonstration Projects Act of 1977 will give us the opportunity to evaluate Middlesex County youth labor market experiences.

Through the youth community conservation and improvement projects, $331,000 was allocated to the prime sponsors; and, in turn, was contracted to community-based organizations.

The youth employment and training program allocation was $1.28 million. These moneys were also contracted out to local educational agencies.

Unfortunately, too few dollars have been allocated to have any significant impact on youth unemployment.

I'll give you some statistics now, Senator, and members of your staff:

Middlesex County youth employment data: In the 16-to-19-year-old age group, the labor force was 28,000; the employment was 21,300; unemployment, 6,800; and that accounts for a total unemployment rate for the age group of 16 to 19 of 24.2 percent.

In the 20-to-21-year-old bracket, the labor force is 17,100; the employment was 14,100; unemployment was 3,000; and the unemployment rate, 17.5 percent.

The source of this is the 1976 statewide estimate of youth employment. This was constructed using 1976 national annual average data found in employment earnings.

Ratios were established by finding the relationship of each age group and racial characteristic to the total group of employed and unemployed in the U.S. labor force. These ratios were then applied to 1976 New Jersey labor force estimates.

County youth unemployment was found by finding the share of county employment and unemployment to New Jersey's total employment and unemployment during 1976. These ratios were then applied to the State totals of unemployed youth 16 to 19 and 20 to 21.

The youth unemployment data for the five prime sponsor cities was obtained by using the 1970 census share percentages of the cities' unemployment and unemployment to their respective county's total.

Based on the above, if I, as the chief elected official of Middlesex County, were to give each unemployed youth in Middlesex County their "fair share" of the allocation—which I referred to before—they would receive $164.50.

The rest of my discussion here, Senator, consists of statistics. I'll just read the last one. A copy of my remarks are on file here.

In the youth participation levels in Middlesex County from October 1, 1977 to June 30, 1978: In title I we had 778; in title II—and

these are the unemployed youths—in title II we had 190; in the SPEDY program, which we think is very, very important—we're going through that now—we had 2,339 as of July 21, 1978.

In title III, YCCIP's, 68; title III, YETP, 529; in title VI, 152; and in title VI projects, 588.

Other statistics are in this presentation, Senator. Your staff has them.

This would conclude my presentation, and if there are any questions that I can't answer, we'll take them down and we'll get the answers to you.

The CHAIRMAN. Thank you very much, Director Molyneux.

I have lots of questions, of course, but we have a limited amount of time.

I wonder if the present programs respond to the needs of unemployed young people—we can help understand the dimension of response by the number of young people who want to be in one of the programs.

Mr. MOLYNEUX. Exactly.

The CHAIRMAN. And we don't have resources to bring them into the program.

Is there any statistic on that?

Mr. MOLYNEUX. I don't have them. I would say definitely, yes.

In the summer program, I think we were cut back somewhat from last year, and it was 2,339 I think I said, in the SPEDY program.

The CHAIRMAN. That's the summer employment program for young people?

Mr. MOLYNEUX. From low-income families.

I would think that, as a total—as of July 21, 1978, there were 2,339—and I would think that if we had the resources or the money, we could have easily doubled that.

They are youngsters from the disadvantaged families, and if there weren't programs such as this it would be literally impossible to find a job, because of two things: It gives them some money, either to help themselves, to buy clothes, to buy shoes—and also is some help to their family.

But, more important than that, perhaps more important than that, it keeps them occupied. And if you keep a youngster occupied for the entire summer, there's less of a chance of a problem of going with bad company. And it's good, all-around, keeping the youngster occupied.

In fact, we have many calls from families—and not necessarily disadvantaged families—to try to find their youngsters a summer job to keep them occupied; and they weren't interested in the salary. They said "put them on in the parks, put them on here and put them on there. We're not interested in the salary. We're interested in keeping our kids occupied for the summer until he goes back to school, until he goes back to college."

The CHAIRMAN. Now those, the latter you described, are not qualified to be participants in the program.

Mr. MOLYNEUX. Oh, no. Oh, no, exactly right, exactly.

This SPEDY program, as you know, takes youngsters I guess from 14 up to 17 and 18 years old.

The CHAIRMAN. Now, the county is the prime sponsor. What is your organizational distribution for sharing that responsibility? You've got a county of many municipalities, a large population. What do you do, choose cities to be your agents, or——

Mr. MOLYNEUX. There are two which run their own programs, although the town sponsor is definitely responsible for their actions.

The township of Woodbridge runs their own program; and I believe that they get approximately this year about $4 million.

Edison runs their own program, although the prime sponsor, the chief executive officer, is definitely responsible for them.

The other towns get allocations distributed down through the county CETA office.

The CHAIRMAN. Yes.

Mr. MOLYNEUX. And there are a lot of rules and regulations, as you know, Senator, depending on the unemployment rate in the town, and so on; that would be a big factor on how much or how many people that particular town gets.

It's all done through our CETA staff.

The CHAIRMAN. Yes.

Mr. MOLYNEUX. In my opinion, we have an Executive Director who is doing a real marvelous job for the county of Middlesex, with a staff equally as competent as he is.

And I've said many times I think Mr. Reagin Brown has, if not the toughest, one of the toughest jobs in the county, because you're always under the gun with the DOL. They want reports in as of yesterday, and at times they work continually around the clock to get these reports to DOL.

I am satisfied with the CETA program in Middlesex County. I think we get approximately $35 million this coming year, and I think there's going to be a rally, some sort of rally, in Washington on Wednesday, I believe.

I got a telegram, a mailgram, from Mr. Bernard Hillenbrand, who is the Executive Director of National Association of Counties and I think this is coming up before the Senate on Wednesday or Thursday of this week.

The CHAIRMAN. In the House, I believe.

Mr. MOLYNEUX. In the House?

The CHAIRMAN. Yes.

These rallies are helpful to dramatize any matter before us, and we like to see them there.

Mr. MOLYNEUX. Yes.

The CHAIRMAN. In recent years, the emphasis of CETA has been primarily on jobs. In the legislation that's being considered this year, the training aspect is getting a greater degree of attention, and that will probably mean some administrative adjustment.

Have you thought through, and has your Director thought through, a new approach with more emphasis on training?

Mr. MOLYNEUX. Yes. We in the past several years tried to put as much emphasis on training as possible. We think that's very important—on-the-job training and training for jobs.

CETA came into being, I think, at a very, very opportune time throughout this country, when the unemployment rate was so high—and it was needed, it was definitely needed.

Then when you get to job training, or on-the-job training, and someone goes through the 3 or 8 or 12 weeks of training for a particular job, in the past couple of years—because of the economy and everybody being so slow—it was rather difficult to find them a job on the outside.

I think it's picking up now. The economy's picking up. I think job training is very, very important.

The CHAIRMAN. Well, you know, Middlesex County abounds in economic growth, and we always know that you're still a target, a very good target, for increasing economic activity.

Mr. MOLYNEUX. Right.

The CHAIRMAN. I wonder if the training programs, looking forward to job opportunities, cannot be coordinated with economic development programs; that's where the jobs will be, close to home.

Mr. MOLYNEUX. This is right.

The CHAIRMAN. Is this in the thinking?

Mr. MOLYNEUX. Yes; it is.

We on the board of freeholders have been expanding our office; it used to be the office of industrial commissioner; and now it's the office of industrial and economic development. It's a very, very active office.

And we've said many times that we're going out—I think our efforts are going to show very shortly—to attracting—not only attracting new business to come into the county and industry to come into the county—but also encouraging the industry that is here to expand and stay.

The CHAIRMAN. The youth employment and training programs under the new Youth Act include a provision that 22 percent of the prime sponsor funds be earmarked for expenditure only under an agreement with local education agencies; that's the local elementary, secondary school.

Mr. MOLYNEUX. The board of education, yes.

The CHAIRMAN. What kinds of services and other activities are youth being afforded under these agreements?

Mr. MOLYNEUX. I don't know if it's training with the various boards of education—I think we have some members of the board of education here.

The CHAIRMAN. Yes.

Mr. MOLYNEUX. We have entered into contracts with our Middlesex County College for training. And when we entered into these contracts for training, as part of the contract the people and the organizations that we entered into the contract with would guarantee to find 80, 85 percent of positions for the youngsters that they train.

The CHAIRMAN. We do have a panel of educators that are in the program.

Mr. MOLYNEUX. Yes; right.

The CHAIRMAN. We'll be able to get that.

I know you're familiar with the President's dramatization of an idea, bringing on a new program where private sector initiatives and private business are more broadly woven into the effort to meet chronic unemployment.

Mr. MOLYNEUX. I think that's very important.

The CHAIRMAN. Well, that's what I wondered. Would you welcome an increased emphasis here, too?

Mr. MOLYNEUX. I personally would. I think that's very important.

The CHAIRMAN. And what is the generalized—if you could generalize—private sector attitude toward and reception of these programs directed at the chronically unemployed?

Mr. MOLYNEUX. In the private sector we do have some programs in CETA with the private sector, and the salaries of the individuals are subsidized somewhat by CETA money.

And out in industry I think, in working in the plant, working on the lathe, working in car repair shops, working on automotive problems, and so on—I think these are highly skilled trades, and after the training program is over, that particular company would in most cases employ that individual, or that individual would be able to find employment in that particular trade a heck of a lot easier than if he didn't go through that training.

I think tying in and interweaving with the private sector is so very important, and I'm pleased to hear that there's more emphasis on that.

The CHAIRMAN. Excellent. Thank you very much.

Mr. MOLYNEUX. Thank you very much, sir.

The CHAIRMAN. Now, we have also seen the good advantage of making community based organizations full partners in this effort.

Therefore, we're pleased to have a panel from this area of life, the community based organizations: Mr. Roy Epps, the president of the Urban League of Greater New Brunswick; Carol Grant, executive director of Middlesex County Economic Opportunity Corp.; Geraldine Harvey, executive director, Central New Jersey Opportunities Industrialization Centers, the OIC's; and Israel Gonzalez, director of the Puerto Rican Association for Human Development. All are present. And Abraham Espada, chairman of PRAHD, is with Mr. Gonzalez.

Are all present? [No response.] None are present.

That's not quite fair to the chairman of this committee to give me that kind of a heartbeat.

All right. Now, are you going to go first?

Mr. EPPS. I'll go first.

The CHAIRMAN. Fine.

STATEMENT OF C. ROY EPPS, PRESIDENT, THE URBAN LEAGUE OF GREATER NEW BRUNSWICK, ACCOMPANIED BY CAROL GRANT, EXECUTIVE DIRECTOR, MIDDLESEX COUNTY ECONOMIC OPPORTUNITY CORP.; GERALDINE HARVEY, EXECUTIVE DIRECTOR, CENTRAL NEW JERSEY OPPORTUNITIES INDUSTRIALIZATION CENTERS; ISRAEL GONZALEZ, DIRECTOR, PUERTO RICAN OFICE OF HUMAN DEVELOPMENT; AND ABRAHAM ESPADA, CHAIRMAN, PUERTO RICAN ASSOCIATION FOR HUMAN DEVELOPMENT, A PANEL

Mr. EPPS. Mr. Chairman, members of the committee, my name is C. Roy Epps, president of the Urban League of Greater New Brunswick.

The Urban League is a nonprofit social planning organization concerned with increasing opportunities for blacks and other minorities in the areas of employment, housing, health, and other services.

I address you today as the chief executive of the Urban League, although my perspective of the youth employment problem goes beyond that position.

I currently serve also as president of the board of education for the City of New Brunswick, vice chairman of New Brunswick tomorrow, member of the New Brunswick Development Corp. Board of Directors, and a member for the past 4 years of the Middlesex County CETA Advisory Committee.

The Urban League of Greater New Brunswick is currently operating programs under the 1977 Youth Employment Act. We have been actively involved with the Greater New Brunswick youth population for the past 10 years.

During that time, we have conducted traditional summer youth programs under the neighborhood youth corps program; and more recently designated SPEDY program of the Middlesex County CETA.

Therefore, I speak to you with 10 years of experience with Federal programs geared to the needs of the youth population.

Traditionally, the summer youth program allowed 8 weeks of employment for the disadvantaged youth population. During this 8-week period, individuals are supposedly exposed to meaningful employment, but because of the short-term nature of the program, many of the jobs have been menial and/or make-work position, and has been viewed as a source of money rather than a true employment experience.

With the enactment of the Youth Employment Act, we have seen a sense of real commitment to the youth population of our Nation, which has enabled a number of programs to be developed to allow for the cultivation of potential within our youth population. This is because of the year-around feature of the program.

I am concerned with the fact that those making presentations today do not include representatives from the private industrial and commercial sectors. It would seem that the ultimate objective of the program is to move individuals from the publicly subsidized positions into the private profit community.

Until real attempts are made to cultivate and encourage the private sector involvement, we will continue to have spiraling inflation and make-work positions.

It is critical that there be involvement of the total community concerning this problem, because the youth employment crisis affects the future of our Nation.

Community-based organizations must play an integral part in the recruiting and service delivery systems. It is these organizations which have direct contact with the youth population of our communities.

It is important to remember that the youth of our Nation have been discouraged from participating in the work force by the lack of employment opportunities during the past decade. Therefore, it is important that we make a real—and I repeat, real—attempt to involve them in the main economic stream of our country.

The new CETA legislation, title VII, can facilitate the involvement of youth through the establishment of private industrial councils. These councils should be viewed as an opportunity for encouraging the private sector's involvement in the youth employment dilemma. Hence, it is essential that—

(1) We have involvement of the private sector through incentives to hire the youth of our community;

(2) That private nonprofit organizations that have been actively involved in providing employment services under the titles I, II, and VI programs be funded for similar services under title VII through contractual agreements with prime sponsors and/or the private industrial council; and

(3) That private nonprofit organizations be equitably represented on the private industrial council.

The allowance of time for this testimony has curtailed the exploration of other aspects of the CETA legislation and program, but the Urban League of Greater New Brunswick is prepared to assist the committee with additional information concerning the plight of youth unemployment of our Nation.

Thank you.

The CHAIRMAN. Thank you very much, Mr. Epps.

And this is a good suggestion—if you want to supplement your testimony, or if anybody does, we would welcome any things you think are important that you couldn't reach, again because of the limitation of time.

And I'll tell you what the limitation is. The Senate is meeting in Washington today, and major matters are before the Senate, and there will be votes, and I have to be there. I have to be back later this afternoon.

I would personally prefer to be here all day and hear everything possible that people would like to inform us of, but because of the necessity to be back for important votes, we had to limit it. That's the limitation.

Mr. EPPS. I recognize that.

The CHAIRMAN. Therefore, if anybody wants to supplement, you could work it out with Martin Jensen, so it gets through. Some of the mails I know aren't delivered as rapidly as some of the others, and I would want to put you on that special line that would bring it right through. Whether that will work or not, I don't know.

I got a card from my daughter from far away. She had an unusual opportunity to visit in Europe this summer, and when she got back I heard all about it, and it was good. After she got back and was here for 3 weeks, then the mail started coming in. [Laughter.]

So that's an international problem. But even here at home, we have a little problem.

Now, Carol Grant, executive director of Middlesex County Economic Opportunity Corp.

Ms. GRANT. Thank you, Senator.

Mr. Chairman, members of the committee, I want to say that I am extremely grateful for this opportunity to present testimony on the issue of youth employment.

I must commend the Senate Human Resources Committee for involving a cross section of the community in exploring these issues. I endorse the concept of public hearings to obtain public input on all major legislation, and would like to encourage its expansion so that the Congress may hear from its broader constituency directly and the community itself, on behalf of which we all labor.

We were asked to address specific issues within the larger one of youth unemployment, one of the first being: "What do youth expect from work; and, really, to what do they aspire?"

We have found that youth in general wants what everyone else wants. They express as much willingness to take job training if unable to make a living and to work, even if they were to have an adequate income.

They have, moreover, the same high life aspirations, for example, to be self-sufficient, successful, to have a good job with career advancement, potential, to have a nice place to live, a good education, a decent standard of living, and to compete with equality for a piece of the pie—as do all members of society.

Unfortunately, low income and minority youth are at a disadvantage as a result of being poor, and find that they are unable to compete on an equal basis with nonpoor contemporaries for the "good things in life.

In terms of Federal programs and their ability to address those groups that need services the greatest, I believe they have only been partially successful.

Taking a look at, for example, the minority unemployment rate, it is double that of nonminorities. Some of the factors which might contribute to that include all of the liabilities that poor people are subjected to: Inadequate and unsafe housing, isolation, lack of transportation, lack of opportunity, lack of income. In addition, they suffer from all of the problems inherent in racism and discriminatory patterns.

I think any Federal program purporting to help solve any of these problems must address causes and eliminate causes of those problems.

The Federal Government has a national responsibility to insure that the concept of equal opportunity is in fact a reality.

In addition, MCEOC, the Middlesex County Economic Opportunities Corp., is a community action agency, and we've been around for about 12 years.

We are current operators of three CETA youth programs under title III:

A youth employment and training project; and

Two youth community conservation improvement projects.

As experienced CETA youth program operators, one of the things that concerns us about the design of programs is that we appear to be developing programs into which we must put the needs of the community; rather than designing programs which meet the needs of the community.

I would propose that there be less Federal regulation of programs and far more local flexibility to develop programs which meet local needs.

America provides few jobs, let alone attractive ones, to those with police records, few marketable skills, different color skins, or in any way deviating from the accepted norm. Racism and discrimination in the administration of the criminal justice system in many communities virtually insures most low-income minority youth a police record at the very least to carry with them into their adult life.

Federal programs must serve as an equalizer for these Third World youth at a greater level of intensity than that used to address the problems of nonminority disadvantaged youth, and other groups. While this might be termed selective programing, it is necessary to carry out the actual intent of the CETA Act.

What happens as a result of Federal involvement in designing programs which are supposed to meet local needs is that as time goes on the interference is increased through regulation, in an attempt to make programs accountable. I'm not opposed to accountability.

I think that programs should be accountable. Taxpayers' dollars ought to be spent wisely.

I heard Freeholder Director Molyneux indicate his pleasure at the high performance achievement rate, in terms of 85 percent of placements—or when mandates are established at the Federal level for achievement of specific performance ratings, they have a tendency to encourage local prime sponsors, and in turn others, to play the numbers game, or to engage in the practice of "creaming."

"Creaming" is the practice of placing those individuals into participant slots who are more likely to be able to be placed. In other words, participants who have the "shortest distance to travel," are selected. Thus, assuring more successful placements. In all likelihood, those participants are individuals who might have succeeded without the help of Federal intervention.

Creaming has a tendency to subvert the original intent of the act and shifts service to those segments of society who probably would have succeeded even without any help at all.

Cost-effectiveness and administrative control appear to be overriding concerns, because numbers are easier to determine than quality, which is a more subjective matter. These concerns are usually given more weight in terms of identifying the overall effectiveness of any given program.

Federal regulation tends to reduce the flexibility of local programs to respond to local needs. I favor decentralization and less Federal control if the Federal Government mandates the involvement of a broad spectrum of the community, including community based organizations who traditionally effectively serve disadvantaged target populations.

To simply transfer control to a local policy, who may or may not have been responsive to the needs of disadvantaged youth, would be perhaps a dangerous thing to do.

Representation of such agencies as community action agencies, urban leagues, GIC's, should be required of all CETA planning bodies.

Representation—Government, the Employment Service, and local education associations—have not traditionally been designated successful operators of programs for the poor.

Yet, Federal programing, to a much greater degree than ever before, has encouraged set-aside provisions to insure that the funds are distributed to local government, to the Employment Service, and to local education associations, without any real requirement for including CBO's.

Somehow, there is an injustice in that. There is a role for everyone working together in the scheme of things, and I think that is probably the only way any of us can succeed. As long as we are forced to com-

pete and to fight one another for limited available resources, nothing can result.

I would like to support the concept and the idea raised by Mr. Epps that community-based organizations be given a seat on any private industrial council, because the private sector certainly is where the real jobs are.

To continue to use CETA funded public and private nonprofit employment placements, except for training or work experience purposes, exclusively, to use only the on-the-job placement approach with private industry and business, to not think of viable alternatives to the use of the private sector, will be to perpetuate a temporary, at best, make-work situation which the CETA legislation specifically exhorts us not to do. Therefore, with the private sector being the most useful vehicle and the real vehicle for long-term employment for the disadvantaged, CBO's of demonstrated effectiveness should be utilized to the fullest extent in the area of their expertise. These areas of acumen might have to be determined on a case-by-case basis but it is clear that their contact with "those most in need" and their long experience working with these groups makes it essential that they be involved in any effort at serving these significant segments including as a required part of the PIC.

Community-based organizations ought to be given equal weight in consideration for being recruited as operators of programs of any kind along with local education associations with municipal government. It is, in fact, this amalgamation of all entities—the local government LEA's, the CETA prime sponsor, the private sector, and the community-based organization—that can perhaps address the problem of youth unemployment most effectively.

Thank you.

[The prepared statement of Ms. Grant follows:]

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Testimony prepared by the Middlesex County Economic Opportunities Corporation of New Brunswick New Jersey for the U.S. Senate Human Resources Committee on the issue of Youth Unemployment.

I am grateful for the opportunity to present testimony on the issue of youth unemployment. I must commend the Human Resources Committee for involving a cross-section of the community in order to obtain public comment and input into legislation designed to address the problem of youth unemployment. I would like to endorse the public hearing approach as a viable mechanism for obtaining public input and heartily endorse continuing use of this approach but would like to encourage expansion so that the Congress may in fact hear from its broader constituency directly the community itself -on whose behalf we all labor.

We have been asked to address specific concerns within the larger issue of youth unemployment and in the interest of time I would like to begin without further delay.

We have found both in our discussions with youth and in our readings of contemporary literature that poor people in general including males & females,Minorities & whites,youths and adults, want what everyone else wants--they identify work with self-esteem as strongly as do the non-poor. They express as much willingness to take job training if unable to make a living and to work even if they were to have an adequate income. They have, moreover the same high life aspirations--to be self-sufficient, successful,to have a good job with career advancement potential, to have a nice place to live,a good education a decent standard of living and to compete with equality for a piece of the pie as do all members of society. Unfortunately, they are at a distinct disadvantaged as a result of being poor and find that they are unable to compete on an equal basis with their non-poor contemporaries for those kinds of things we identify as the "good things" in life. It is not that poor youth do not want to work. They often want it desperately. When they are repeatedly rebuffed, they become resigned to "never making it" and decide as we all would placed in similar circumstances that it is no use trying for the impossible. Equal opportunity becomes a myth rather than a reality in this alleged land of "equal opportunity", without effective Federal intervention.

It is not difficult to understand why minority unemployment is double that for non-minorities. Many of the reasons for this situation are connected with the general disadvantages facing the poor as a group with the additional burden of racism and discrimination. Some of these reasons include the negative attitudes and malaise caused by such things as inadequate or unsafe housing,ghettoization & isolation, lack of income or opportunity, lack of successful role models since poverty and discrimination have affected all generations before and will continue to do so unless something is done and done now, poor nutrition and bad health, inadequate,inaccessible or unaffordable health care,deficient or uncaring educational systems,and inequitable criminal justice systems which virtually ensure because of racism and ignorance that poor minority youth carry with them into adulthood police records(though in the same circumstances non-minorities often are treated more leniently).

America has few jobs-let alone-attractive ones-for persons with police records,few marketable skills,poor educations, or different color skins. The"last hired first fired syndrome"is still operative in all too many places even now eith the myriad efforts at implementing Affirmative Action programs.

It is also not particularly difficult to understand that lack of real efficacy of Federal programs with few exceptions to alleviate either the problems faced by poor youth or poor minority youth. What is at the crux of the matter is the commitment of the Federal government toward development of policy aimed at eliminating the causes of problems. Instead of this, policy appears to be aimed at treating the symptoms. It has been said by those more knowledgeable than I,that the only preventative program to be designed by the Federal Government was the EOA of 1964 because even the language is geared to "eliminating the causes of poverty" the remainder of the programs are suppressive that is they address the conditions caused by the problems,containment,& therefore the problem continues to grow and to become worse. It has also been said that if in fact the Federal Government put all of its money into eliminating causative factors, there would be no problem. Then, of course, one must consider that many of us including Community Action Agencies would be out of jobs because there would be no other reason to exist. This is an ideal situation which no doubt for many political reasons will not unfortunately occur any time soon.

As it relates to CETA as one Federal program, to offer jobs without addressing subsidiary needs/requirements ,day care for participants who are heads of households,providing adequate levels of remedial education,support services,skills training,health care, and pre-vocational services to equalize the gap between the poor of whatever ethnic persuasion, and non-poor, is like using a bandaid to cure an amputation. It just will not work. Not now, not later.

Although charity is a noble calling in our United States, putting dollars into programs for the disadvantaged has never been a very popular thing to do--especially with the tax-paying voting middle-American public. I can understand why -- the average American sees millions, nay billions of dollars poured into Federal programming with little results. I remind you of my argument regarding addressing causes. What, at any rate, usually results is that the Federal government finds its self in the awkward position of having to justify large federal expenditures thru use of what is visible--usually numbers, statistics etc.

Local level politicos face the same problem. They must justify continued use of Federal tax dollars to support programs which produce visible results. The problem has a rippling effect on everyone. Meanwhile, efficiency & effectiveness of a particular national approach may be negated because of the necessity of having to appeal to the voter--we are well aware of who traditional voters are and this group expresses itself quite well each election time at the polls. The Federal Government has a special national responsibility to ensure that the concept of equal opportunity is a reality not a myth. This is especially true of disadvantaged youth who not only have the usual liabilities caused by the very character of poverty but who also have their "youth" which might work against them. In designing programs to serve the disadvantaged, including poor & minority youth, you must take into account what the needs of the target group are as defined not by those who traditionally have not served them well if at all but by the poor themselves or by those who represent (in the eyes of the poor) their interests well. This is a lesson we learned in the 1960's--how quickly we all forget.

The Federal Government must take the lead in agressively directing the flow of federal dollars where and how needed despite the fact that it might not be politically advantageous to fund programs such as CETA at adequate enough levels to enable them to really address in a meaningful way the multi-faceted and serious problems at the heart of the situation. OEO was quickly disarmed and diffused when it was evident the kinds of turmoil happens when causes are addressed. Programs must be designed at a policy level to be flexible enough to respond to often rapidly changing local needs, to be accountable for the public funds, to be innovative and creative according to the needs of the group you are to be serving if they are to be a viable means of eliminating the problem. We must begin to deal with program designs and approaches which effectively incorporate the characteristics of the groups we are to work with. For example, in dealing with youth one should take into account the value of peer relationships and other attributes which particularize the behavior and attitudes of todays young people. We cannot and should not address youth programming in the same manner as we do similar kinds of programs for adults. We must take account social, cultural and ethnic characteristics and use these for our society's benefit.

CETA and other Federal programs have only partly been successful in targeting services & programs to those most in need. The control over the decision-making processes which is evidenced in Federal or Regional administrative directives often precludes this particular requirement and such control encourages or forces the practice of "creaming" in order to comply with federally mandated performance guidelines.

In effect, the prime sponsors and in turn program operators are forced to play the "numbers game". This factor alone prevents reaching out to those most in need. If one has to show that one has placed successfully or terminated positively 85% of your participants, then you had better be certain that when you perform initial enrollments you select those individuals who have the capacity for moving ahead in terms of skills and employability in the limited amount of time alloted to the project. Although this testimony addresses primarily youth enrollment, the practice holds true for participants of any age or category or title. It is in effect loading your program to look successful. Although it sounds despicable, it is necessary for continued or new funding. Creaming has a tendency to subvert the original intent of the act and shifts the services to those segments of the society who probably would have been successful even without Federal intervention. Little consideration can be given to the subjective accomplishments of youth programming because these kinds of achievements are so hard to measure. Hard facts like numbers are far more visible and easier to count.

Among youth there is so much diversity that it is likely that there will be sufficient youngsters to be enrolled who will make the grade without the equalizing effect of the program in which they are enrolled.

The emphasis on cost effectiveness and control over the amount to be spent on adminsitration of the project and are the overriding concerns rather than the quality of the program or idea which is being implemented. While we need to be able to measure these things and while the public funds must be protected against waste, they should not prevent the carrying out of innovative or creative programs. When enrollees who require more time than originally indicated to complete courses of training etc., flexibility must be built into accomodate these needs. If programming adequately addresses the proper areas, cost effectiveness and other kinds of concerns might be taken care of automatically. Less waste and by waste I mean public dollars spent on programs that do not succeed in meeting the intent of the act will mean cost effectiveness.
Billions of Federal dollars in increasing amounts have not hereto fore meant increased effectiveness in meeting stated objectives. More doesn't mean better. Federal investment for programs should be evaluated against the savings realized from dollars not having to be spent on public subsidies because a participant was trained and supplied well enough to get a job paying decent wages in the private sector. This is cost effectiveness in the real sense.

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Federal regulation tends to reduce the flexibility of local Prime sponsors and programs to respond to local needs. I favor decentralization and less Federal control only if sufficient mechanisms are built in for greater community input and involvement. CBO'S must have an increased role in the overall planning & decision making processes.

While performance guidelines and the number game in youth and other areas have contributed to CETA's lessened to respond as effectively as may be possible to serving and focusing resources and program efforts on the most disadvantaged groups is the lack of Federal guarantees for the involvement of participants in those same planning & decision making processes involving the planning for expenditure of Federal dollars.

Although the youth program has built into it an advisory committee (Youth Advisory Committee), it is my belief that youth participants themselves are underrepresented. In this area, CBO's are usually represented adequately as are LEA's. If we are talking about self-sufficiency and independence then the youthful participants must have direct input into 1) analyzing their groups needs 2) reviewing and evaluating program proposals designed to meet those needs and 3) evaluating them as they are operating. At least 1/3 of the membership on the Youth Advisory Committee should be youth. It is preferable that a mechanism be developed which would ensure that the most disadvantaged young people and representatives of youth from a broadly,based spectrum of this segment of the population a seat on this body. How effective programming to serve the needs of a population group can even be considered much less addressed adequately without their direct input is beyond me.Statistics and numbers only tell part of the story. Although plenty of these abound, it is in the intrinsic nature of the beast that the answer must be found.Paper can describe that so many Hispanics have dropped out of school and are unemployed during a specific period of time. They cannot tell you why that is so....what factors contributed to such a drop-out rate or what must be done to raise the levels remaining in school. This must come from those drop-outs themselves. This is a lesson we learned in Community Action many years ago. I think perhaps this holds true across the board and we may have to apply the same concepts in the case of CETA & Youth.

It has been determined in many studies that less emphasis should be placed on how to get a job and instead the stress must be placed on training youth to get jobs ..If you develop meaningful programs which can provide all of those services required to equalize our disadvantaged youth with those less disadvantaged to make them equipt to compete on the open market for jobs, and if you can build in reasonable periods of time to accomplish these things dependent upon the nature of the need not the limitations of the funding period, then, perhaps placement in jobs would be-easier to accomplish.

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Congress must begin to relax the constraints upon linkages with the private sector to permit flexible approaches to establishing such liaisons beyond the usual on-the-job training approach. Many times, private sector business is willing to provide career exposure and experience to youth but programs and prime sponsors are constrained from taking advantage of such opportunities because on-the job training (50% reimbursement to employers based upon their extraordinary training costs) must be used with the private sector. Many private sector businesses do not want to be bothered with the complications of OJT. The private sector and youth must become acquainted and soon. As long as youth are prohibited from being exposed to the "real work" situation, unemployment may continue to be the norm not the exception that is desired under the CETA act.

Greater emphasis on the development and/or creation of small business opportunities and economic development kinds of projects which would generate program income. Provision should be made for the retention of this income to further program purposes although I agree that it must be carefully regulated and accounted for. If we are talking truly about independence for youth then we must be about the business of teaching them the art of it. There is an old saying that if you give a man a fish you feed him for a day, if you teach him to fish, you feed him for a lifetime. This maxim is most appropriate to this topic today.

I would not like to impose a limited role optimum or not for the Community based organization. The asset CBO's may have which is most important is their diversity and their general flexibility. I would not like to constrain this by specifying only a few roles they might play.

I think much would depend on their level of demonstrated effectiveness in operating programs. However, there are a few qualifications of CBO's which might tend to indicate their effectiveness as implementers of such activities as needs assessments, recruitment, program operators of innovative, demonstration and creative projects addressing the needs of minority and poor youth. CBO's must be represented on all key advisory committees of CETA, including the Private Industrial Council. They should have key roles in operating basic skills & remedial services programs including ESL GED and pre-vocational type programs.

CBO's should be given equal status to LEA's and local governments in the prime sponsors consideration for funding programs for youth. LEA's and local governments have not traditionally been successful in their dealings especially with disadvantaged youth. I feel that this is changing. But to provide required set asides for monies to go primarily to these entities shuts out CBO's and I believe that again many of the most in need may go without assistance not because of lack of interest or commitment on the part of public entites but because of lack of knowledge about where such potential participants may be located or because of lack of knowledge regarding approaches for motivating the most in need to participate at all. Coordination is a must between and among all youth operators. Practical experience has shown us in New Brunswick for example how many ways all organizations and agencies can maximize federal dollars and share services and resources. This is what the "comprehensive" language in the CETA act truly means.

For example, LEAS and local governments have equipment,space and technical,professional expertise which might be made available to CBO's while CBO's may have the knowledge about motivational techniques, familiarity with neighborhoods and with families which affects recruitment,intake and other functions. Here again I must reiterate the concern about administrative costs. School systems and local government beat CBO's every time with low administrative cost levels as compared with CBO's.(as low as none for LEA's and as high as $ 3,500 for CBO's in terms of per capita costs. Public entities can "eat many administrative cost items while CBO's cannot. In any event this should not be the overriding factor in weighing proposals for funding unless the costs are extremely out of the realm of possibility.

In general CETA must become what the act directs--a comprehensive manpower program which serves the most disadvantaged un-and under employed to obtain jobs training and employment. Can we really afford to fail again?

Respectfully submitted,

Carol A. Grant,
Executive Director
MCEOC

7/31/78
Perth Amboy,N.J.

The CHAIRMAN. Thank you very much, Ms. Grant.

It was an excellent statement. I hope that the cameras were set up in time.

If you could divide your mind—I know you want to listen to the other witnesses, Ms. Grant—but with the other part of your mind if you could describe to me from your organizational base what would be the elements of your idea of flexible opportunity—in other words, what sort of a contract with the Department of Labor, would give you what you feel is the flexibility that could direct programs to meet needs?

We have many programs under many titles, and they are each tailored for specific purposes. It gets a little complicated, as a bureaucratic business, No. 1.

And, No. 2, it complicates the competitive business of getting funds. I can appreciate that.

We are working with substantial funds—but limited in terms of matching the funds to the community needs that we serve.

Ms. GRANT. That's right.

The CHAIRMAN. So, if you could give us that before this panel is through, just in broad outline, it would be helpful.

Ms. GRANT. Yes.

The CHAIRMAN. Now, Geraldine Harvey, executive director of Central New Jersey Opportunities Industrialization Centers.

Now, that's a long title. We affectionately reduce that to something we can all remember, the OIC's.

Ms. HARVEY. Good morning, Mr. Chairman.

My name is Ms. Geraldine Harvey. I'm executive director of the Central New Jersey OIC. We are a local affiliate of the National OIC Organization. We serve both Somerset and Middlesex Counties.

I'd like to again express, along with my other colleagues, my gratification in terms of being able to speak to you about youth unemployment.

As you are very familiar with OIC's, and for the benefit of those who are not equally as familiar—unlike my other colleagues, OIC is unique in that its total organizational philosophy and goal is directed toward employment and training of unemployed and underemployed disadvantaged individuals who are Americans. So, therefore, the ramifications of CETA are great.

As with Ms. Grant, I was asked to speak specifically with regard to some of the pressing issues which impact upon unemployed youth—such as their expectations and vocational aspirations.

We have programs that are serving youth in both Somerset and Middlesex County under—not only the special youth title, the title I programs, approximately 52 percent of all our enrollees are under the age of 21—we have services that are considered both prevocational and vocational: Prevocational, in the sense that we provide instruction and counseling in the areas of worth and educational remediation, as well as work skills, et cetera.

We do use the OIC model. We have found, basically, that most unemployed youth have little expectations about work other than to receive moneys for tasks performed. However, when they are provided an opportunity to relate their feelings about work expectations through

prevocational services—such as career counseling and orientation to the world of work—they are able to articulate other aspirations, such as: It provides some kind of service in the neighborhood, their expectations in terms of treatment on the job by superiors.

They are able to, perhaps for the first time, think about what it is they would like to do with their lives.

Over 90 percent of the youths OIC serve have little definitive vocational choice. They rarely come into OIC with aspirations to seek employment that offers job mobility. This concept has to be presented to them as being both realistic and within their reach.

So we, therefore, feel that the emphasis on prevocational training services—such as career information, remedial education, and instruction in proper work habits and attitudes—are necessary in order to motivate that youth, in order that he can select an appropriate vocational field and prepare himself in the area of skills training.

We find this to be both cost-effective and beneficial to that individual.

We also have ideas, or share ideas, in terms of just exactly what factors contribute to the rate of minority unemployment, as opposed to the nonminority unemployment rate; and we, too, share the concern that Federal programs, such as CETA, have not addressed themselves to the multifaceted problems of disadvantaged minority youth.

CETA has not truly been successful in establishing linkages with social service agencies, schools, community based organizations, and parents of minority youth. There is little comprehensive planning by Federal agencies, including CETA, to coordinate and maximize services that will impact on the total problem of youth, which includes not only his unemployment, but his family, his life environment, and individual development or socialization processes aside.

Until significant efforts are made to involve all deliveries of human services in the planning and the development of services to youth, including provisions allowing youth themselves to undertake a greater role to determine the kinds of training and services that will be provided, we feel that we perhaps may fall short of reducing the unemployment and social problems of the disadvantaged youth.

Now, has CETA been successful in targeting jobs and services to those most in need?

Well, we concur with our colleagues, in the sense that we feel that CETA has enjoyed limited success in targeting services and jobs to those in need.

The statistical data reported regarding numbers of disadvantaged or significant segments of population served are inflated, due to the practice of multiple counting of a single enrollee possessing several characteristics of the priority groups to be served.

For instance, one young person who is a black female, head of household, welfare recipient, may be counted statistically four or five times. So, therefore, we don't really have a true picture in terms of what is in fact, you know, success statistically.

Again, because we are aware that in our economy we all have to bite the bullet and look at and examine programs in terms of cost-effectiveness, we are concerned that perhaps the pendulum is slanted a little more than necessary, because this has become one of the over-

riding motives in the development of training and employment delivery systems, which are fragmented and do not address the needs of the truly disadvantaged.

Many prime sponsors have also become program operators and are eliminating or reducing creative and successful employment and training designs historically performed by CBO's, charging these functions are duplications of services they now provide.

This charge of duplication of services in many instances is unwarranted and can be attributed to many prime sponsors themselves who have established unwieldy bureaucratic structures providing the types of services and serving the population duplicative of the Employment Service.

The prime sponsor's preoccupation with being cost effective has led, as Ms. Grant quoted, to creaming program participants in order to meet certain placement quotas, providing skills training in the shortest period of time, and providing insufficient funding in some areas of day care, transportation, and prevocational training.

These practices, along with little or no aggressive outreach and recruitment tailored to attract those in greatest need, seem to be contrary to the manpower delivery system required to meet the congressional intent of CETA.

Now, we feel that there is a particular and optimum role that the community based organizations can play in a comprehensive employment and training system that does include, and rightly should include, local government, local schools, and local private sector efforts.

We feel that the community based organizations with expertise in providing employment and training services should be recognized as equal partners with local government, local schools, and local private sector efforts, instead of an adversary or competitive role many CBO's are currently experiencing.

The widely practiced policy of bidding for CETA dollars has placed many CBO's at a distinct disadvantage. CBO's with demonstrated effectiveness are competing with tax-supported agencies and institutions and the private sector who can consistently underbid them in terms of program cost because they possess equipment, facilities and financial resources not available to CBO's. And this is certainly true within the State of New Jersey.

This is a problem, Senator, because of New Jersey's administrative code; many of the fundings through the State vehicle that has been funded through HEW and State adult vocational education we are precluded from receiving, because of the definition, a "Catch 22" definition in New Jersey law, which says that a private school—which we consider ourselves—must charge tuition; and since OIC's do not charge tuition, therefore we're precluded from getting these kinds of fundings.

And, at the same time, this puts us in a position of reliance on CETA, local CETA, funds for program expansion and operation. So, you see we have a problem.

We also are concerned that in terms of understanding—and we, particularly, like OIC's are cost effective and recognize the need to get the most from what dollars you have.

However, there is a strong possibility that low-budgeted programs may prove more costly over an extended period of time because the

employment and training needs of hardcore disadvantaged continue to be unmet.

CBO's, like OIC's, who have many years of experience in providing employment and training to the disadvantaged, should be regarded as a link between the target population and the schools and the private industry and local government.

Training programs for in-school use should be developed and implemented in concert with CBO's who can reinforce in the community positive work habits and skills presented to the school; thereby impacting on the potential dropout rate.

Young dropouts can receive a second chance to develop meaningful educational and prevocational skills training through the flexible delivery system instituted by a CBO. CBO's, such as OIC, have provided and will continue to provide to the private sector a pool of well-motivated, qualified individuals who can fulfill their affirmative action needs and their labor needs.

Therefore, we feel that these are only a few of the benefits realized through the inclusion of CBO's as a viable deliverer of services, and it's important that the language of the CETA legislation be written mandating greater uses of CBO's in the planning and implementation of all CETA programs.

After 4 years of CETA enactment, OIC's and other CBO's must rely on Federal legislative guarantees to preserve and insure their roles as legitimate and effective deliverers of services.

We feel that with the reenactment of CETA, hopefully, many of the problems that have been identified will be addressed.

It is recommended that legislation dealing with specific target groups, such as youth, receive the kind of coordination and comprehensive planning and implementation being accorded business under the private industry council title of CETA.

Although youth councils have been established in the current legislation, it is important that youth obtain a more active role in the decisionmaking process. Therefore, we suggest that at least one-third of the youth council be comprised of youth who are in the program, as opposed to selected by the prime sponsor.

This will enable youth to experience a greater feeling of involvement in their lives, and in their training that they are to receive.

We also feel there is a need to provide meaningful career development and vocational direction at the elementary school level. Therefore, it is recommended that the youth legislation provide funding for demonstration programs that are innovative and creative for disadvantaged youths ages 10 through 14, with monetary incentives perhaps as opposed to wages.

Thank you very much for your attention.

[The prepared statement of Ms. Harvey follows:]

TESTIMONY OF MRS. GERALDINE HARVEY, EXECUTIVE DIRECTOR
CENTRAL NEW JERSEY OIC BEFORE THE SENATE COMMITTEE ON
HUMAN RESOURCES, JULY 31, 1978, PERTH AMBOY, NEW JERSEY

1. What do unemployed youth expect from work and to what do they aspire?

Most unemployed have little expectation about other than to receive money for tasks performed. However, when youth are provided an opportunity to relate their feelings about work expectations through career counseling and/or classes in orientation to the world of work that other factors are considered. Some of the other work expectations are:

1. To keep busy and to avoid other problems that occur when there is too much free time.

2. To achieve status in the neighborhood as one who works at a job.

3. To experience job satisfaction from the work situation.

4. To be treated with " respect " by supervisors.

5. To meet and socialize with other people on the job.

6. To experience job security and obtain company benefits.

Unemployed youth have little or no career aspirations. Over 90% of the youth OIC serve have no definitive vocational choice. Also, rarely do they come into OIC with aspirations to seek employment that offers job mobility. This concept has to be presented to them as being both realistic and within their reach.

Youth who have received pre-vocational services such as career information, remedial education, and instruction in proper work habits and attitudes become highly motivated to receive training in the vocational field of their choice. They would also like to be paid while receiving training.

2. What factors contribute to a rate of minority unemployment double the rate of non-minority unemployment nationally, and how well do Federal programs such as CETA address these factors?

Poor self image, poverty, disruptive family life, lower educational achievement levels, job discrimination, lack of saleable skills, a sense of apathy or defeat, as well as insufficient role models in their community who are working and enjoying their jobs are among the factors contributing to the double rate of unemployment among minority youth to non-minority youth.

Federal programs, such as CETA, have not addressed itself to the multi-faceted problems of disadvantaged minority youth. CETA has not been truly successful in establishing linkages with social service agencies, schools, community based organizations and parents of minority youth. There is little comprehensive planning by Federal agencies, including CETA, to coordinate and maximize services that will impact on the total problem of youth which includes his family, environment, and individual development in our society.

Until significant efforts are made to involve all deliverers of human services in the planning and development of services to youth, including provisions allowing youth themselves to undertake a greater role in determining

(2)

what kind of training and services will be provided, we fall short of reducing the unemployment and social problems of disadvantaged youth.

3. Has CETA been successful in targeting jobs and services to those most in need?

CETA has enjoyed very limited success in targeting jobs and services to those most in need. The statistical data reported regarding numbers of disadvantaged or significant segments of the population served, are inflated due to the practice of multiple counting of a single enrollee possessing several characteristics of the priority groups to be served. ie: " a black female, head of household, welfare recepient."

Unfortunately, the emphasis on "cost effectiveness and administrative control", has become one of the over-riding motives in the development of employment and training delivery systems, which are fragmented and do not address the needs of the truly disadvantaged.

Many Prime Sponsors have also become program operators and are eliminating or reducing creative and successful employment and training designs historically performed by CBO's, charging these functions are duplications of services they now provide. This charge of duplication of services, in many instances, is unwarranted and can be attributed to many Prime Sponsors themselves who have established unwieldy bureaucratic structures providing the types of services and serving the population duplicative of the Employment Service.

The Prime Sponsor's preoccupation with being "cost effective" has led to "Creaming" program participants in order to meet certain placement quotas, providing skill training in the shortest period of time and providing insufficient funding in areas of day care, transportation, and pre-vocational training. These practices, along with little or no outreach and recruitment programs tailored to attract those in greatest need, seem to be contrary to the manpower delivery system required to meet the Congressional intent of CETA.

4. What is the optimum role of community-based organizations in an employment and training system that now includes local government, local schools, and local private sector efforts?

The optimum role of community-based organizations with expertise in providing employment and training services is to become equal partners with local government, local schools, and local private sector efforts instead of the adversary or competitive role many CBO's are currently experiencing. The widely practiced policy of bidding for CETA dollars has placed many CBOs at a distinct disadvantage. CBOs with demonstrated effectiveness are competing with tax-supported agencies/ institutions and the private sector who can consistently under bid them in terms of program cost because they possess equipment, facilities and financial resources not available to CBOs. There is a strong possibility however, that low budgeted programs may prove more costly over an extended period of time because the employment and training needs of hard-core disadvantaged continue to be unmet.

CBOs, like OICs, who have many years of experience providing employment and training to the disadvantaged, should be regarded as the link between the target population and the schools, private sector, and local government. Training programs for in-school youth should be developed and implemented in concert with CBOs who can reinforce, in the community, positive work habits and skills presented in the school; thereby impacting on the potential drop-out. Young drop-outs can receive a second chance to develop meaningful educational

and prevocational skills training through the flexible delivery system instituted by community-based organizations. CBOs can provide the private sector with a pool of well motivated, qualified individuals who can fulfill their Affirmative Action requirements and labor needs.

These are only a few of the benefits realized through the inclusion of CBOs as a viable and effective deliverer of services. It is important that the language of the CETA legislation be written mandating greater use of CBOs in the planning and implementation of CETA programs.

After four years of CETA enactment, OICs and other CBOs providing employment and training services mustrely on Federal legislative guarantees to preserve and insure their roles as legitimate and effective deliverers of employment and training services.

SUGGESTED INCLUSIONS FOR YOUTH PROGRAMS UNDER CETA REENACTMENT:

Hopefully, with the reenactment of CETA, problems that have been identified will be addressed. It is recommended that legislation dealing with specific target groups, such as youth, receive the kind of coordination and comprehensive planning and implementation being accorded business under the Private Industry Council title of CETA. Although youth councils have been established in the current legislation, it is important that youth obtain a more active role in the decision making process. Therefore, it is suggested that at least one third of the Youth Council be comprised of youth elected by their peers in the program and not selected by the Prime Sponsor. This will enable youth to experience a greater feeling of involvement as well as achieve status in the community from which they come. In addition, Youth Councils should be set up as a seperate entity from the existing Prime Sponsor Planning Council with the right to accept or reject the Youth Plan.

The need to provide meaningful career development and vocational direction is manifesting itself at the elementary school level. Therefore, it is recommended that the youth legislation provide funding for demonstration programs that are innovative and creative for disadvantaged youths ages 10 through 14 with monetary incentives as opposed to wages.

The CHAIRMAN. That latter sounds to me as though you would take the concept of Head Start, which is preschool, and apply it to prevocation.

Ms. HARVEY. Yes.

The CHAIRMAN. Is that part of the contract you're drafting; the model contract?

Ms. GRANT. It wasn't; but it will be.

The CHAIRMAN. Excellent.

Ms. HARVEY. Thank you.

The CHAIRMAN. I will say in regard to the private sector initiatives program, there was a gathering of the business community at the White House. I was there.

The first to rise to make an observation was Dr. Solomon, followed by Bernard Jordan, followed, I think, by Clarence Mitchell, all of course describing the opportunities available through community based organizations. You have more completely described the opportunities that are available through community based organizations than they did, but the same philosophy of the tradition of serving urban needs so well through CBO's.

Ms. HARVEY. Thank you.

The CHAIRMAN. Now, from the Puerto Rican Association for Human Development, we have Mr. Gonzalez and Mr. Espada.

Who will speak? Mr. Espada? Thank you.

Mr. ESPADA. Good morning. My name is Abraham Espada, and I am, as you have been informed, the chairman of the Puerto Rican Association of Human Development, but not necessarily the Office of Human Development, located here in the city of Perth Amboy.

We are one of two Puerto Rican community-based organizations in the county of Middlesex. We're the only Hispanic/Puerto Rican human service agency serving the city of Perth Amboy and Greater Perth Amboy, which also includes the town of Carteret and all towns south.

I wish to say thank you, Mrs. Harvey, for your very candid and pointed unequivocal remarks; and to the other members of the panel.

My remarks will be limited, because I have a great ambiguity and feeling of where do we go from here.

The U.S. Commission on Civil Rights studied Puerto Ricans in the years 1975 to 1976, and published a report on "Puerto Ricans In the Continental United States: An Uncertain Future." And all the data is there, so I shall not take the time to repeat any of that data.

That study was primarily done in the tristate area of New Jersey, New York, and Connecticut. So, as I said, I will not take time.

I want to echo some of the information shared thus far, particularly the data Mrs. Harvey shared. The figures are inflated and, as has been experienced with other ethnic racial minority groups—blacks and others have the same experiences as the Puerto Ricans and Hispanics—you need numbers, you can get numbers—and numbers produce dollars.

But the dollars seldom come down to the community based organizations.

I shall be candid in my remarks, and I think you will appreciate that candidness.

As I've already indicated, I'm Puerto Rican, and therefore my concern at these hearings on the questions being addressed is how do they

impact and how do they relate to the Puerto Rican community or the Hispanic community.

For the State of New Jersey, the projections are that by the year 1990, we shall be half-a-million. A recent newspaper article in the city of Washington, D.C., had projections that by the year 2000 we would be the largest ethnic minority in the United States.

Those kinds of figures raise very, very serious questions. And, again, I must say "here we go again. Are we being studied and investigated? And where will all that go?"

I will try very, very briefly and quickly to address the four basic questions that were addressed in the letter received dated July 19, 1978, from your office to Mr. Gonzalez, our executive director.

The first question speaks about expectations, it speaks about aspirations. The issue of expectations and aspirations seems to me is answered in the second question:

"What factors contribute to a rate of minority unemployment double the rate of nonminority unemployment nationally, and how well do Federal programs such as CETA address these factors?

My first response is that the question reflects a degree of failure on the part of the Federal Government, a degree of failure on the part of all those in bureaucratic society that have responsibility. Thus, the question has been asked.

My second response to this question has to do with where does the money lie and who makes the decisions. I'm a firm believer that it is a good idea to have representation. I'm a firm believer it is good to be on boards.

I'm a member of the title XX advisory committee in the State, and also other similar kinds of committees, boards, and organizations.

Our capitalistic society is based on money. If you don't have the money, it's very difficult to make the decisions and to provide for those with greater need. I can share my thoughts, I can share my feelings, I can be innovative in all of that—but if the bucks are not there it's very difficult to proceed.

In relation to that, I think if we look at the composition of those that have set up these kinds of hearings—I wonder on the allocation of moneys for the setting up of the hearings—and then I ask the question what happens if those moneys were to be invested in the nonminority community rather than the minority community?

The cohort of the Hispanic/Puerto Rican family is steadily increasing, as I have indicated, and yet we find—and I am in the field of higher education: I teach at Rutgers University—we find that at least our universities are saying that the college rate is dropping and we have to project for the 1980's and 1990's; there aren't going to be that many coming to the universities. That comes down on the high schools and the public school system.

There aren't that many—the population rate is not spiraling—we find in the Hispanic community and in the Puerto Rican community that our families are growing. So there is a disparity with respect to those kinds of figures.

The third question that is asked is: "Has CETA been successful in targeting jobs and services to those most in need?"

I think that Ms. Harvey very ably answered that question—very, very limited. And we find staffing patterns within the CETA are made up—well, there is much to be desired.

The last question that is asked is: "What is the optimum role of community based organizations in an employment and training system that now includes local government, local schools, and local private sector efforts?"

Once again, I'd like to echo the remarks that were made previously. But, yes, there is a optimum role in the community-based organizations.

Our competitive society is based upon ownership, and our community based organizations are an alternative to already-established institutions and organizations that have not responded to the needs of the poor, the disadvantaged, Hispanics, Puerto Ricans.

So, yes, the Federal Government must do all that can be done to maintain our community based organizations.

I would venture to say that perhaps some investment of money, a rather considerable investment of money, should be given, for example, to organizations such as ours so that we can also conduct investigative procedures and come up with real answers and real recommendations.

I'd like to close—and I wish not to be disrespectful, but I stated it before—I'd like to close by simply saying give us money. Many other people have said that. I say that. We say that.

I assure you—insure you and assure you—that we shall be responsible, that we shall meet the needs of our people that are not being met thus far by the complexity of our bureaucratic system.

Thank you.

[The prepared statement of Mr. Espada and additional material follows:]

TESTIMONY

resented for the Puerto Rican Association
for Human Development, Inc.

by Abraham Espada, Chairman

and Israel Gonzalez, Director

To the Honarable Senator Harrison A. Williams, Chairman
Public Hearings on Youth Unemployment
Perth Amboy, New Jersey
~~August~~ 31, 1978

The public school system in New Jersey, and apparently nationally, is failing criminally our youthful population, especially the needy. With this failure of the educational system, long considered the salvation for newcomers to this country, there is little provided by society as a real alternative for the disenchanted youthful population to grasp on to in order to achieve.

The salvation through educational achievement has not been seen as knowledge for the sake of knowing, but rather, it is seen as the means to economic stability. The failure of public education therefore signifies to the poor youthful population hopelessness and resignation to a precarious life at best. The worst outcomes of course are ignorance, abject poverty, lack of productivity, crime, self destruction, alienation and becoming a public burden, in which case society in turn seeks less than possitive means to rid itself of the burden.

An untrained population in society, at this time, has little if any desirable alternative for reaching the socially approved goals propagated by our society over its powerful public media, which goals are usually limited to a small group within the population at any rate. Respectful economic success than is no longer within its grasp. The alternatives truly available to the educationally disenfranchised and economically deprived are within the anti-social and self-destructive sector.

Relative to minorities finding themselves educationally cheated and economically deprived, one of the more significant professions to which minorities have aspired and have used to help uplift their own,

the teaching profession, is no longer viable to them on the basis of supply and demand. With teaching unavailable as means to success, to status, and to assist the ethnic group's youth in achieving, a vital tool, used by many previous groups to ascend economically, is today absent to the more recent newcomers.

Of course, there is an assumption made here, and that is that society will be willing to accept the trained newcomer who is usually "different" in culture, skin color and values. The society has been shown to be discriminatory on many levels, what with the native Hispanic northamericans, the black and Indians having been kept rejected by society when they in fact were not "newcomers." But we could pretend that the "different" are accepted if they get trained, but they are not being trained.

The newcomer, too often, has not come on his own, rather he has actually been brought and, as often, lured for a specific purpose cheap labor. After the war (WWII) when the need for cheap laborers subsided and after mechanization made too many laborers obsolete, the newcomers, especially the more recent ones, not only were they not in demand but in fact found themselves without the job they had. They became a burden to society. Apparently society wanted them to return to where they came from; they had served industry's purpose. They would not however, as industry has moved to the suburbs and to the sunbelt.

In New Jersey, it is clear, industry abandoned the cities and someone forgot to plan for public transportation so that the city dweller could get to jobs where industry had moved. Did some forget? Unlikely, since industry would have seen to it if they had wanted or needed public transportation for inner city dwellers to get there.

The enclosed copy of the article on the Camden Hispanic community is quite appropriate here. Its title, "Where Dreams Die", is the substance of the argument presented here. What is a person to do if he sees his dreams dying, or dead? During the Depression many who saw their dreams dying took their lives. What do minorities do who can have no dreams, or who ignorantly believe they can reach TV dreams? We all know. We also know what society does to them, wanting to forget too quickly how the nightmare all came about.

Unemployed minority youth, as all other youth, expect work to satisfy a financial need. For minority youth perhaps work might also mean satisfaction. This however, is unlikely for untrained, uneducated, ashamed, often illiterate or, as the teaching profession has managed to call eighth graders who have gone through the system but cannot read or right above a second grade level at best, functionally illiterate minority youth. They know the American dream! They have seen it all on TV, day and night, endlessly. Shame and feelings of worthlessness are easy to acquire for a youth who can tell the difference between him/herself and those who can have dreams. Even Lucan, who was raised by a she-wolf,

was going to college. Yet Juan Rodriguez dropped out in Middle School and knows he cannot read or write. There probably are few jobs he can get that will bring satisfaction.

Minority youth can aspire to all dreams that are talked about, but they soon find that dreams don't come 3 for a dollar. They are much more expensive. If he could find a good job with good pay!

Hispanic youth often is married, or has family responsibilities. It is well known that the Puerto Rican population is very young. But how does a young population support itself when there are no jobs? What becomes of the young family when the young husband cannot provide for the wife and children? After all, doesn't society still expect the man to provide? What becomes of the "second" generation? Can the Puerto Rican "second" generation make it like the previous groups made it? Maybe in 120 years from now, if the rest of society remains at the present level (U.S. Census- 1970- projection by Puerto Rican Congress of N.J.). It took Black Americans longer that, even when they built their own infrastructure to educate their own and to develop their leadership.

Youth who have few if any of the necessary tools to make dreams come true cannot aspire to much. Those who do usually find that their means for aspiring are illegal.

The factors contributing to double the rate of unemployment for minorities as that of non-minority nationally have been covered in part in the introduction. Minorities were brought here with a

specific purpose. Once the purpose was served and they became obsolete, as machinery often does, they are no longer needed. Of course, a laborer cannot be recycled, as is an obsolete machine. Society then inherits a problem. At least that is for cities such as, in New Jersey, Perth Amboy, New Brunswick, Newark, Camden, Atlantic City, etc.

It should have become clear by now to legislators and bureaucrats that programs such as CETA are no solution. I guess we are aware of course that they are not meant as solutions.

The Hispanic experience with CETA has been one of impenetrability. We are still, five (5) years later, discussing with the Prime Sponsor how difficult it is for them to find Puerto Ricans to hire, except of course at the clerical level. In other words, the prime emergency employer does not employ them, certainly at no decision-making employer does not employ them, certainly at no decision-making level.

It can be futile and morose for us to go program by program to demostrate that they have not worked for the Hispanic people. The federal, state, county and municipal bureaucrats all know they have not worked. They know it because they are the ones in charge, making the decisions. If the programs themselves do not hire the Hispanic, how can it work? Who is going to hire the Hispanic? It may be worthwhile to incur in

morose repetition: the municipalities do not hire the Hispanic, the county governments do not hire the Hispanic, the state governments do not hire the Hispanic, the Federal Government does not hire the Hispanic. We already siad that industry moved out. Why else would the "official" unemployment rate for Hispanics in Perth Amboy be about 25%?

I urge the Senator's staff to read, think and take action on the U.S. Civil Rights Commission's 1976 report on "puerto Ricans in the Continenatl United States: An uncertain Future". The title should have read "A Squalid Existence" since futures are tenuous at best.

CETA has not to targetted jobs and services to those most in need. It has been selective. It tests out applicants who are likely not to succeed in its programs. CETA administrators blame it on DOL requirements (success-numbers oriented). Does it really matter whose fault it is? Even if CETA could be effective, to what extent could it be, given the gravity of the problem ?

Could CETA solve the educational problem, the public transportation problem, the discriminatory practices at all levels, etc

Many of us have achieved a significant level of paranoia and shame when dealing with government funding. After all, have we not been told countless times how we came here to get on welfare? Of course many of us do not realize that it is the educated and more affent who benefits most from social welfare programs. So when we talk about government funding we cannot bring ourselves to say: give us the money, plenty of it, if you will not give us jobs, so that we may create the jobs and assure our future.

What is the CBO's optimume role in this employment and training system? It is that of a useful tool when and if it seeks, often at the end of a great struggle, to sponsor a project for which it gets 8% administrative cost. Consider the administrative cost dollars that have been sliced of the allocation all the way up to the highest level of the bureaucracy.

What can the role be if CBO's have no role in it to begin with? The CBO's ours at least, came about because we as a community have no role and get no money (U.S. Civil Rights Commission Report). It is a way of developing our own system for helping and leading our own. It is self help, separate, not because we choose, but because, as we well found out in Perth Amboy, even a CBO was seen as undesirable. Of course it is undesirable, we might succeed in duplicating the Black people's independent struggle to educate, inform and train their own. Of course, the 60's were very much in their minds in 1973.

We all know that the CBO's can have very little to say in what is done by CETA or other goverrment programs because they do not have the decision making power; they do not have the money. It seems some of us are able to go beyond our paranoia and shame to say: Give us the money or give us work; we served our purpose but cannot be recycled like machines. If we remain just discarded, society will continue to pay deeply for the refuse- jails, courts, hospitals, special schools, etc.

The cost is great, true, but we in the CBO's do remember once in a while, when making a referral or when asked for assistance on how to serve our people, that these institutions, in fact do employ lots of people, other people.

Obviously we have not tried to do the unreasonable by trying to delinate answers to the questions given us in the form that the Civil Rights Commission has done it and in the form your office expected it. Our CBO would go down the drain so fast, if we devoted more time to the questions, that we would not realize what happened. Nevertheless, our effort is sincere and realistic.

The Senator's office knows of our self help efforts. We have in the past asked him to assist with the charter for EL PUEBLO F.C.U. He did. We are constructive and we work hard, just as our parents worked hard, for the factories before automation made us obsolete, and before they moved out of town.

We can work together with you. Look us up. In the meantime we'll go it the self-help way. You can think about what we have said seriously; we are.

HISPANICS IN NEW JERSEY:

• Prime Target for CETA

Puerto Rican Congress of New Jersey
222 West State Street
Trenton, New Jersey

by CETA Component

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Section I Socio-Economic Characteristics of the Hispanics in New Jersey

a. Demographics

b. Family characteristics

c. Income and poverty status

d. Education, employment and occupation

e. Factors affecting the socio-economic status of Hispanics in New Jersey

Section I: Socio-economic characteristics of Hispanics in New Jersey

a. Demographics

Hispanics are a very youthful population with a median age of 18.9 years. While 33.4 percent of the state population is under the age of 18, 48.3 percent of Hispanics are in this age category. On the other hand, 9.8 percent of the state's population is over 65 years, while only 1.4 percent of Hispanics are over 65 years (See Table I).

b. Family Characteristics

Hispanics have younger, larger families than the state average. The mean Hispanic family size is 4.3, compared with 3.6 for the state. More than half of the Hispanic families have children under 6, compared with one-fourth of all New Jersey families. Also, while 11 percent of New Jersey families are headed by a woman, one-fifth of Hispanic families are female-headed (See Table I).

c. Income and Poverty Status

A March, 1976, survey by the Census Bureau revealed that Hispanic families in the U.S. were substantially poorer than the total population of the country and that Puerto Rican families were the poorest among all Hispanics. Median family income for Puerto Ricans in New Jersey is 56.6 percent of the average realized by all families in the state. Per capita income of Puerto Ricans is 43.9 percent of the statewide averages.

The relative number of Puerto Rican families living with public welfare income is more than four times that of the state, 20 percent for Puerto Ricans compared with 4.6 percent for the state. The percent of Hispanic families living with income less than poverty level is four times the statewide average: 24.3 percent compared with 6.1 percent for the state.

d. Education, Employment and Occupation

One out of every five Puerto Ricans are high school graduates, as contrasted with the statewide norm of more than one out of every two. The median educational level for Puerto Ricans is low, 8.3 median school years completed compared with 12.1 for the state. In addition, Hispanics have the highest dropout rate in the state. They are dropping out of school at a rate four times that of the statewide average and twice that of Blacks. Hispanics, also, have the highest rate of unemployment among all ethnic groups in the state (See Table III).

Hispanic workers are heavily concentrated in low-skilled, blue collar jobs 67 percent compared to 36 percent for the state average.

Furthermore, they are employed in declining areas such as labor intensive light industries and are subject to layoffs and seasonal employment. When compared with the total population, it is also clear that Hispanics are under-represented in high-skill, white collar work; 19.0 percent compared to 52.7 percent statewide.

e. Factors affecting the socio-economic status of Hispanics

Families headed by a woman tend to earn far less than those headed by a man, and Hispanic families are female-headed in a proportion almost twice that of the state average: 19.1 percent compared to 11.0 percent.

The percentage of Hispanic families with children under six years of age is also twice that of the statewide average. The need to care for young children and the lack of adequate child care facilities are factors that inhibit the participation of Hispanic women in the labor force.

The job market itself is another factor. While Hispanics live in the inner-cities, jobs are moving to the suburban areas. This creates a problem for the Hispanic as he can afford neither housing in the suburbs, nor automobiles to commute to factories and offices in the suburban areas.

Limited ability to speak and understand English severely handicaps Hispanic mobility within the job market. When seeking work, Hispanics tend to rely upon informal channels of communication, such as friends or relatives, rather than radio, television, and newspapers.

Training programs that might prepare Hispanics for better jobs generally are offered only in English. Inability to master English makes it more difficult to assimilate training, and this is very often interpreted as a mark of inferior intelligence.

Another important factor is the lack of work experience and marketable skills. Without useful job experience or training, entry into better occupations is difficult for Hispanics.

Table 1 SOCIO-ECONOMIC CHARACTERISTICS OF HISPANICS IN NEW JERSEY

	New Jersey	
	P.R.	Total
Demographics:		
Percent under 18 years old	48.3	33.4
Percent 16 years old and over	55.3	70.2
Male	49.2	47.2
Female	50.8	52.8
Percent 21 years old and over	46.1	62.2
Percent 65 years old and over	1.4	9.8
Median age	18.9	30.2
Family Characteristics:		
Mean Family Size	4.3	3.6
Percent Female headed families	19.1	11.0
Percent Families with own children under 6 years	50.9	25.3
Percent persons under 18 years living with both parents	78.6	84.8
Economics:		
Median P.R. family income as a percent of that of total population	56.6	
Per capita income of Puerto Ricans as a percent of that of total population	48.9	
Percent families with public welfare income	20.0	4.6
Percent families with income less than poverty level	24.3	6.1
Education: (Persons 25 years old and over)		
Median school years completed	8.3	12.1
Percent high school graduates	20.4	51.5
Persons 14-17 years - percent in school	80.7	94.7
Employment:		
Percent in the labor force	59.2	60.0
Males	82.0	79.6
Females	37.1	42.5
Occupations:		
White Collar	19.0	52.7
Blue Collar	67.0	36.0
Service Workers	11.3	10.7

Source:
U.S. Bureau of the Census, General Social and Economic Characteristics: N.J., 1972

Section II Hispanics, Job Training, and CETA

a. The importance of job training programs for Hispanics

b. Hispanics and CETA training and employment programs

c. CETA participants

Section II: Hispanics, Job Training and CETA

a. The importance of job training programs for Hispanics

Several studies have found the following facts that document the importance of job training programs towards improving the socio-economic status of Hispanics:

- Employment and median hourly earnings among workers completing some training program is considerably higher than among those without training.
- Persons receiving job training are about twice as likely to be in professional managerial and technical jobs as those without such training.
- Unemployment among workers completing training is 50 percent less than among those without training.
- Labor force participation and employment rates are higher for Hispanics with job training.
- Hispanic enrollees in training programs "realized substantially greater gains in employment and earning than either Anglo or Black enrollees",[1]

Despite the growing documentation that indicates the importance of job training, relatively few Hispanics are served by these programs, as reflected by their low participation rate in CETA manpower services. For example, based on our latest population estimates, there are about 639,436 Hispanics living in New Jersey. (See Table II). Eighty-two percent of this population, or about 524,320 persons, reside in the northeastern part of the state - Passaic, Bergen, Morris, Essex, Hudson, Union, and Middlesex Counties.

Nevertheless, according to the most recent quarterly reports, March 21, 1978, of nine prime sponsors serving this area, only 4,772 Hispanics are being served by CETA, which represents less than 2 percent of the adult Hispanic population in the area. This is of great significance considering that one out of every four Hispanics is disadvantaged; i.e., 24.3 percent of Hispanic families live with an income of less than poverty level (See Table I).

b. Hispanics and CETA training and employment programs

Everything Hispanics have been asking for in manpower programming is provided in the CETA Act at least on paper. Title I stipulates that state and local prime sponsors must provide employment and training services, and also the development of job opportunities to those most in need of them, to include low-income persons and persons of limited English-speaking ability. In addition, Title II

authorized the Department of Labor to undertake projects, such as the teaching of occupational language skills in the primary language of persons with limited prficiency in English and the development of new employment opportunities.

Nevertheless, Hispanics are usually under-represented as program participants, particularly in skill training programs. English as a Second Language (ESL), is provided only as an isolated, individual program. A survey of twelve (12) prime sponsors showed only one (1) had an ESL program (Middlesex County). In addition, there is little representation on advisory councils and boards by Hispanic representatives and leaders, and in many cases no representation at all, as shown in a recently made survey to prime sponsors. For example, Passaic, Union, Essex, Camden and Mercer Counties don't have any Hispanics on their advisory boards. At the same time, Hudson County, with an Hispanic population of over 150,000, has only one Hispanic member on the advisory board. Newark, with more than 100,000 Hispanics, has only three.

As noted in the U.S. Commission on Civil Rights Report cited earlier:

> "Too often training programs failed to recognize and deal with the uniqueness of the needs of the Hispanics. The decision makers often do not know enough about the language and cultural characteristics of the people to develop viable effective programs. The fact that Hispanics speak a foreign language and have different backgrounds is regarded as being their own problem, and the need to establish programs built upon serving people from different cultures is not always recognized. As a result while the basic idea of training and education for the disadvantaged may be sound, the policy for implementation may have built-in difficulties. If manpower programs are to serve Hispanics effectively, there must be an effort to develop sufficient numbers of skilled Hispanic policymakers and place them at all levels of the delivery system."[2]

c. CETA participants

The wrong people are being served by CETA training and employment programs. National statistics indicate that, as an example, Fiscal Year 1976 Title VI participation was oriented toward Anglo males with high school education or better. At the national level, minorities and women, those with limited education and skills, youth and older workers were not being served to the extent desired.[3]

In New Jersey, statistics from the State Manpower Services indicate that CETA enrollees are older, better educated and less disadvantaged than the average Hispanic, as shown in table entitled "CETA Participant Characteristics". This table also shows that Hispanic participation in CETA programs is, if not declining, continuing to suffer from benign neglect. During Fiscal Year 1976, Hispanic

participation in CETA was 16.1 percent under Title I, 7.0 percent under Title II, and 6.0 percent, under Title VI. For Fiscal Year 1977, Hispanic participation was 14.6 percent, 6.1 percent and 6.1 percent respectively.

An analysis of the Annual Report to the Governor from the State Manpower Services Council for Fiscal Year 1977, revealed, among other things, the following:

1) Racial composition showed that 56.6 percent of participants were White, 40.9 percent were Black, with Hispanics constituting only 11.3 percent of the total, compared with an unemployment rate of 9.7 percent for Whites, 17.2 percent for Blacks and 18.9 percent for Hispanics. Examples of prime sponsors with very little participation of Hispanics in their CETA programs would be Camden, Gloucester, and Burlington Counties, where Hispanics represent only 10.8 percent, 0.8 percent, and 1.9 percent respectively.

2) The age distribution of participants showed that 63.2 percent were 22 years of age, and over 19.3 percent were between the ages 19-21, and only 17.5 percent were 18 years old and under. As a contrast to the youthful Hispanic population, see table I demographics.

3) Educational attainment: 61.6 percent were high school graduates or better, 20.8 percent had 9-11 years of school, and 9.6 percent did not even reach high school.

NOTE: While one out of every five (20.4 percent) of Puerto Rican adults are high school graduates, three out of every five (61.6 percent) of the CETA enrollees are high school graduates.

The lack of data on Hispanics also limits the effectiveness of training for them. Data is fragmented, scattered, hard to obtain, and frequently non-existant. Since the allocation of federal funds under CETA is based upon available data, accurate figures for the number of Hispanics unemployed and poor are thus vitally important. Yet such data is, in many areas, no better than guesses.

Section III: Summary and Recommendations

Hispanics (especially Puerto Ricans) in the State of New Jersey are lowest on the income scale. They have the largest percentage of the population below the poverty level, the lowest median of school years completed, and the highest dropout rate. They have the highest unemployment rate, the lowest representation in white collar occupations and the highest in blue collar jobs.

This is due to a combination of factors. Many Hispanics of working age are limited by lack of skills and inability to communicate in English, to jobs in light manufacturing, and industry that is in a state of decline.

The poor and deteriorating position of Hispanics in this state can be improved by increasing their participation in CETA job training and employment programs. This CETA Act was slated to provide manpower services and better occupational opportunities for the disadvantaged, and Hispanics are the most in need.

In that direction we make the following recommendations to prime sponsors and other governmental units responsible for the implementation of CETA programs:

1. Hispanics should be classified as a significant segment to be served in every prime sponsor area in which Hispanics represent five percent or more of the service population. This will secure a better share of the manpower services offered. Of twelve (12) prime sponsors surveyed, only one classified Hispanics as a significant segment (Middlesex County).

2. Insure that in addition to standardized skill training programs, a language component is available in job training programs (ESL) in those areas with persons of limited English speaking ability constituting five percent or more of the total population of the area.

3. In addition, bilingual courses should be offered in those occupations with higher employment opportunities (bilingual secretary, office clerk, receptionist, etc.), in those areas with a considerable Hispanic population (See Table II). Examples of prime sponsors with such projects are Camden City - Bilingual Beauty Culture Programs, Cumberland County - Bilingual Secretarial Courses.

4. Hispanics should be represented on CETA Planning Councils and administrative bodies in approximately the same proportions that they comprise of the service population.

Persons of Spanish Language in New Jersey
by County and Selected Cities
(1973) *

Counties	Population
Atlantic	10,378
Bergen	38,049
Burlington	10,438
Camden	18,121
Cape May	1,103
Cumberland	18,447
Essex	126,715
Gloucester	3,056
Hudson	166,993
Hunterdon	1,391
Mercer	9,203
Middlesex	43,536
Monmouth	19,532
Morris	26,288
Ocean	13,299
Passaic	70,317
Salem	728
Somerset	6,807
Sussex	2,523
Union	52,422
Warren	1,386
New Jersey State	639,436

Cities	
Bayone	3,191
Camden	12,105
Elizabeth	37,928
Hoboken	23,898
Jersey City	44,576
Newark	105,481
New Brunswick	4,781
Passaic	29,063
Paterson	35,218
Perty Amboy	17,213
Trenton	5,580
Union City	51,460
Vineland	15,613

*Straight-line projection based on 1960-70 Hispanic population growth rates.

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UNEMPLOYMENT RATE*

by County and Ethnic Group
(1975)

Prime Sponsor	Total	White	Blacks	Hispanics
Bergen	9.1	8.1	10.2	6.9
Morris	7.9	7.9	7.3	15.5
Passaic County	12.7	11.9	20.7	24.2
Paterson	17.2	16.2	20.3	23.0
Somerset County	6.6	5.4	11.1	-
Essex County	12.5	10.3	18.2	21.0
Newark	17.7	14.8	20.8	22.3
Hudson County	14.1	13.9	17.4	21.0
Jersey City	12.9	12.1	17.0	18.1
Union County	9.1	8.5	14.0	11.0
Elizabeth	11.3	10.8	14.4	13.4
ercer County	7.9	6.8	13.9	14.7
Trenton	11.2	9.4	14.5	15.9
Middlesex	10.2	9.9	16.1	12.6
Monmouth	9.7	9.0	16.9	19.1
Ocean County	10.3	10.2	14.2	16.0
Atlantic County	12.3	11.2	17.0	12.3
Burlington	9.6	8.8	18.9	20.4
Camden County	9.8	8.9	17.1	16.9
Camden City	14.7	12.0	19.2	17.0
Cumberland	13.0	11.4	23.0	23.7
Gloucester	9.0	8.7	20.6	9.0
Cape May	15.8	15.1	23.3	20.0
Hunterdon	7.5	7.5	6.7	-
The State	10.4	9.7	17.2	13.9

*N.J. Department of Labor and Industry, Manpower Information for Affirmative Action Programs. N.J. 1976

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CETA Participant Characteristics

Fiscal Year

Percent

Characteristics	TITLE I		TITLE II		TITLE VI		TOTAL	
	1976	1977	1976	1977	1976	1977	1976	1977
Age								
18 and under	38.1	26.0	3.7	3.6	3.4	3.2	25.8	17.5
19 - 21	21.7	22.1	16.4	14.8	16.2	14.5	20.1	19.3
22 and over	40.2	51.9	80.0	81.6	80.4	81.3	54.4	63.2
Education								
8 and under	13.4	11.3	8.8	6.3	8.4	6.8	11.8	9.6
9 - 11	44.8	35.9	18.4	15.4	17.5	17.1	35.3	28.8
12 and over	41.8	52.8	72.8	78.3	74.1	76.1	53.0	61.6
Ethnic Group								
White	49.4	49.2	65.2	71.0	65.6	68.6	49.4	56.6
Black	53.7	47.9	31.4	27.4	31.4	29.6	45.8	40.9
Hispanic	16.0	14.4	7.0	6.1	6.8	6.2	12.8	11.3

TABLE III

Unemployment Rate by Race 1976 (1)

(Statewide)

Race	Unemployment rate
Total	10.4
White	9.7
Black	17.2
Spanish American	18.9

(1) N.J. Department of Labor and Industry, Manpower Information for Affirmative Action Programs, New Jersey, 1976.

ENDNOTES

[1]U.S. Commission on Civil Rights; Puerto Rican in the Continental United States: An Uncertain Future , Washington, D.C., 1976. pp. 67, 68.

[2]Ibid.

[3]U.S. Department of Labor, Employment and Training Administration, Regional Bulletin No. 56-76. New York, Nov., 1976. p. 4.

The CHAIRMAN. Now, Mr. Espada, let me ask you how you would react to what those of us who have to develop and project and advocate and vote for these Government programs always hear. They will always say to us that the mood of the country is to reduce Government spending—and that is demonstrated by California's experience with Proposition 13, which is evidently being carried on prevailing westerly winds and has reached our shores. [Laughter.]

Now, almost by definition here, we are talking about young people who have come into their station in life with a certain disadvantage; and, out of it all, they're unemployed and poorly equipped to be in the job market, without some support.

What we have here is something comparable to what in health delivery is called "certification of need." That's the way it looks to me.

If you can be certified to need employment and training services, as in the health delivery area, the CETA program should enter in where there is a true need.

I had a dramatic story told to me about the closing of a nursing home development because it lacked the certification of need. Well, the administrator of that certification, or one of the bureaucrats, was brought to the area, and there to his visual astonishment, the need was certified, and he reversed himself, and the nursing home is on its way to being certified.

What you're doing is certifying your need, all of you. What would impress me and those who are worried about the expenditure of funds, is that you can certify this need and demonstrate when that need is not being met through Federal efforts, so we can prevent a greater expenditure of money down the line, negative money—welfare, unemployment compensation, all of the rest. That's the way it looks to me.

How does it look to you? I asked you the question and I gave you my answer. How do you like that?

Mr. ESPADA. I was going to say that. [Laughter.]

But I appreciate the question.

I think that—and Mr. Gonzalez would like to give a response to your question also—I would reverse the question, by asking you some questions and give an answer.

One is: Where is the greatest bulk of that money being spent? How does it finally get down?

Second, certification of need is confirmed by these hearings, is confirmed by the data already available, and other kinds of reports. It is there. It is unequivocal and an answer itself.

My answer to you is, give us jobs.

Mr. GONZALEZ. Yes, Senator.

As I wrote in my testimony which was not read—it will be sent to your office tomorrow—the problem is very serious. Society has preferred to say, you know, that we have come here for welfare.

I think history shows that Hispanics and Puerto Ricans were brought here, in fact brought, you know, for cheap labor for industry.

What has happened is that industry has left our cities, and has left Perth Amboy, Newark, Camden, Philadelphia, et cetera.

I tell you, though, they haven't moved too far, most of them are in Piscataway, Plainfield, some of the other suburbs.

The problem, however, is there's no bus to get there, and our un-

employed youth—many of whom are, at the age of 19, married and have families—just cannot afford a vehicle to get there to work.

So, unfortunately, those who want to cut the dollar will cut the dollar because our communities at this point do not have the power to keep them from cutting it. What they would do is similar to what the industry has done—they have used the Hispanic for cheap labor, and now that he has become automated, the Hispanic worker has been shoved to the side.

However, unfortunately, the Hispanic worker, being a human being also, cannot be recycled as an outdated machine, to be converted into new, clean steel. So what happens is that society is going to suffer the consequences—more jails, more in jails, more staffing for the jails, more in hospitals, more crime, more police, et cetera.

I think that it behooves those who want to be very tightfisted, especially with the moneys that supposedly are coming down to the communities, but which in fact only very small fractions of which do reach our communities, to consider the consequences—as Mr. Espada has said—the consequences are in writing, have been studied by many commissions.

Apparently, I think, Senator, unfortunately those people who want to cut the dollar, the little dollars that come down to our communities, just really don't care about that data.

Mr. Epps, Senator.

The Chairman. Yes, Mr. Epps?

Mr. Epps. I think my two previous colleagues raised a much broader issue, and that's the fact that a number of our industrial concerns have moved out of the urban areas; they moved away from the work force, what we call our current work force, to another work force.

We are placed in the dilemma of training people for jobs which are no longer available.

I think, as we begin to look at the private sector, which basically controls 70 percent of the jobs in this area, that we have to look new incentives. We have to look at new innovative ways of getting th work force to those factories which have moved out to 287, whic have moved out to Middletown, which have moved away from the central city, and have been placed there for the convenience of others within our society.

Therefore, if we look at youth unemployment, we have to look at the total unemployment picture. They are impacted more because of lack of experience, because they are black, because they are Hispanic.

As a result, there needs to be the incentive with the private sector to bring them back to the community, or to devise linkages, transportation linkages, which will allow for us to transport those which are captured currently within the urban community out to a place where they can in fact earn a wage and survive in our society.

It's interesting that in the county of Middlesex, approximately $18,000 is the median income; and we look at the criteria or the regulations for CETA to be under $5,000. I think that is criminal.

I think that we have to move to review the regulations which govern the qualifications for participants within the program. That goes beyond this hearing; that goes into other hearings.

And at that particular point there's a need for us to move definitively to support aspects of the President's urban policies and other urban policies which in fact encourage the increased utilization of urban communities; and, particularly here in the Northeast, where we have an older core community.

Thank you.

The CHAIRMAN. Ms. Harvey.

Ms. HARVEY. I echo the sentiments of Mr. Epps, but I'd like to just also interject—by servicing a tricounty area, one of which is quote-unquote "quasi-rural," mostly surburban—transportation is a very real problem, and perhaps cannot be addressed unless two Federal agencies do better coordination, in terms of planning, or what have you.

But I also feel that one of the things that is important is, even through the areas having tremendous impact are the large urban areas, that the smaller areas are not penalized. There's a tendency to shift moneys around, rather than adding more money to it, shifting from one area to another.

It is sometimes unfortunate because, even though the need statistically is not as great, there is a need for the kind of services in the town of Somerville as there would be in the city of Newark. And, hopefully, there's not that competition generated in order to see who will get their fair share, but there's a total look at what is needed beyond the scope of just numbers.

The CHAIRMAN. Thank you.

Ms. GRANT. Senator.

The CHAIRMAN. Yes.

Ms. GRANT. Before, you had indicated that I should do some thinking, or that perhaps we all should do some thinking about the concept of direct DOL funding, model contracts so to speak.

I'm not sure exactly what the terms of those contracts would be, but I know the areas that it might be, and that would be for demonstrations or innovative kinds of programs where numbers would not necessarily be the only outcome, where economic development kinds of projects would be tied in, and small business development along the lines of junior enterprise or the like might be possible with earned income able to be put back into the program for the purposes of furthering the program, therefore not necessitating an increase in Federal dollars, but generating private sector dollars.

I'd like to also encourage the Congress to relax some of their constraints against involvement of youth with the private sector entities, except through the use of on-the-job training. We find especially in large corporations—A.T. & T. notably—they are interested in helping, but are not interested in on-the-job training because they feel that they do not incur additional training costs, or extraordinary training costs. So, therefore, we're missing an opportunity as a result of being unable to use them except in the OJT capacity, for them to meet youth and become acquainted with them as a group, and for youth to be exposed to the real world of work.

The CHAIRMAN. I wish we could continue our discussion, but if there are supplemental thoughts they would be part of our record of this hearing and be very useful to all our members.

And I therefore will get to the mayor of Perth Amboy well beyond the appointed time. Mayor Otlowski.

You're a master of synthesis. So I'd like to be able for you to bring your wisdom to us most effectively.

Thank you very much.

Mr. ESPADA. Thank you, sir.

The CHAIRMAN. I know you had something further.

Mr. GONZALEZ. I'll submit it for the record.

The CHAIRMAN. Thank you very, very much.

All right. We will come to order.

I know, Mayor Otlowski, you've been here through all of the hearing, and you know that it was important to us to hear all of our witnesses; and I appreciate your being in attendance and being part of this all the way through.

Mr. OTLOWSKI. Well, as a matter of fact, I want to remain to catch as much of it as I possibly can, so that it inures to my general education. There's no question about it, it was very informative.

Of course, it's a great delight for me to be with Freeholder Director Molyneux; and in the brief time that we had this morning we were able to exchange some thoughts and some ideas.

Senator, before I testify to the core of this particular hearing I just want to tell you—you're probably not aware of how grateful we are to you, that is the city of Perth Amboy, for the many, many things you have done for the city, particularly in these last 2 years since I've been the mayor.

I think that Freeholder Molyneux would be the first to recognize the importance of your office and the importance of your efforts with our public works project, which is over a million dollars. And there's no question about that. You were a very, very important instrument in that project.

Our police headquarters, which is running another million dollars—you, again, were a very important part of that.

The fact that our neighborhood health program was in great jeopardy and probably would have gone by the boards if it hadn't been for your help.

Again, our community development program, for example, has had not only your interest, but I like to believe your sponsorship, and the fact that that has survived. To a great extent, it is to your credit.

I could go on with a whole litany, Senator, of what you've meant to this city, so that when you come here today—and I haven't had the opportunity to see you for a long time, with the exception of my conversations with your staff or Fred Mazurek talks to your people over the telephone or we send telegrams or we send letters and your response is immediate—so that when you come here today it's not only to be welcomed, but it's also to be praised.

I have yet to meet a politician who doesn't like to hear that particular facet of community relations, so that it's a great delight, it's a great delight to see you and express our thanks to you.

The CHAIRMAN. It's heart-warming indeed, and it's been obvious over the years how much I enjoy being in Perth Amboy, being in the county of Middlesex, and to return to see the results of the dedication we share in meeting human needs. Again, this has been the greatest pleasure any person in public life can have.

Thank you very much.

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STATEMENT OF HON. GEORGE OTLOWSKI, MAYOR, PERTH AMBOY, N.J.

Mr. OTLOWSKI. It's a great delight to have you, Senator.

Senator, you know I'm restricted in my thinking—and that could be good or bad. I'm in an entirely different position than you, because you have a responsibility to the State and you have a responsibility to the country.

But when I look at the program that we're discussing here today, I look at it from the point of view primarily of Perth Amboy—and maybe I go a little further and take in some of Middlesex County—so that whatever I say or whatever I suggest will be far different from the way this problem is treated throughout the country.

First of all, even in New Jersey, as small a State as it is geographically, there is no comparison between Perth Amboy and Jersey City; there is no comparison between Perth Amboy and Newark; there is no comparison between Perth Amboy and Camden. Those cities have problems that are peculiar to themselves, and their approach of course has to be different than that in Perth Amboy.

Many of the big heavy industries left Perth Amboy—and, just to refresh your memory: Anaconda Smelting, National Lead, General Cable—they left.

However, in the last 2 years there's been a turning point, and the Anaconda property is now being made ready for American Steel; National Lead, again through the help of your office, with a special Federal program, National Lead today is occupied by a private entrepreneur who is already developing 80,000 square feet with the help of State and Federal money, and this will mean private employment that will provide jobs for a thousand people, many of them young people.

And, by the same token, the General Cable today is occupied by 14 small industries.

So that the big tract that we have vacant is the American Smelting Refining Co., and if I believe what I want to believe about Texaco and if I believe what I want to believe about Exxon and Shell Oil Co., I think that that tract of the A.S. & R. right to the Outerbridge will be occupied by supportive facilities for the oil companies, which will provide tremendous employment for this whole area.

So what I'm saying here is the fact that, yes, we've gone through a period of great injury, great economic injury, when some of these big industries left. However, we're healing now, and in the last 20 years there's been a great healing process.

I could go on to point out that there are 23 industries that are going to break open very shortly here in Perth Amboy, with the tremendous employment that they're going to offer people who do not have any special craft, do not have any special training, do not have any special educational advantages—but the jobs are going to be here for those people within the next year, as soon as these industries are built and as soon as they're operative.

So that I just point this out to you, that there's a difference between the Newarks and the Jersey Cities and the Perth Amboys.

Now, by the same token, that doesn't mean that we don't have young people who are unemployed, because that's the curse of the Nation, the

curse of our economy, that young people indeed are unemployed, and indeed unemployed in great numbers.

I think it would be a mistake to have those young people feel that their whole future depended upon jobs with the Federal Government, that their whole future depended upon CETA.

I'd like to think of CETA, or any other Federal program, being preparatory and being transitional, and serving an immediate need; so I think that in this area here when we talk, for example, of the "great industrial belt" that you mentioned and that Freeholder Molyneux mentioned in this area in the Pascataways, in the Woodbridges, in the Edisons, in the South Brunswicks, where there's been tremendous growth of some of the biggest industries in the country—and it hasn't stopped.

The truth of the matter is that if one company—one company met the problem of transportation, you know, with such simplicity that it ought to shame all of us, and that is Fedders. Fedders employs people and brings them in by bus from Brooklyn every day.

One of my constituents angered me to no end when she told me she was going to move to Brooklyn because it's easier to get a bus to Fedders.

But in any event, Fedders has solved that problem.

Now, I think that some of the other industries in the area are going to solve that problem themselves, when they wake up to the fact that the solution rests with themselves and not with gigantic transportation programs that take great sums of money, and in many instances do not answer the need.

So that I think that, when we're thinking in terms of Perth Amboy, when we're thinking in terms of this area, I think that we have to think differently than we think of some of the other areas of this State that don't have the advantages, don't have the healing process going that we have had for the last number of years.

The big problem, yes, is transportation for our young people, to get people to jobs, today. And the truth of the matter is that that doesn't apply to the poor alone; transportation today is a problem for all workers, because the person who is working in Chevron Oil 9 times out of 10 lives in Woodbridge or Edison, doesn't live in Perth Amboy.

The person who is working in Prudential in Pascataway could very easily live in the Oranges or in North Jersey. So that the whole business of employment today is a problem of transportaion, and particularly when you address that to the young people it's more pronounced than ever.

How do we get these young people to the job opportunities that are existing in this county in some of the industries that are developing and have developed? I think that this is one of the areas that CETA could really address itself to—and not to set up transportation programs independent of the industries, but work with the industries to determine what kind of transportation programs can be set up with them.

I think there's a solution there. And the best answer, of course, is what Fedders has done.

The CHAIRMAN. I'll tell you one thing, Mayor, there's going to be a lot of people late to work today. Already, 287 is bumper to bumper; and when you run into inclement weather, as you did this morning—

because we came down here at 8:15—they were stalled all the way up.

Mr. OTLOWSKI. 287 in the mornings and from 4 o'clock on presents a problem—again, just proving what I said, the people who are working in Middlesex County are coming to 287, going down into Monmouth County, into Ocean County, back home.

This is how mobile people are with their jobs today. And I'm talking about that mobility, too, when you're talking about young people, whether they're people who are deprived or they're people who come from the middle class. The problem today is transportation, getting the person to the job where the work is.

How do you get that person to where the work is?

The CHAIRMAN. That's right.

Mr. OTLOWSKI. And that's one of the big problems.

I think, too, that one of the problems that we have in Perth Amboy with CETA is the fact that we're not a prime sponsor, we have to deal through the counties.

I think cities of our size, when you're looking at this legislation again, should be given the opportunity to be prime sponsors. I think that we could provide opportunities for some of these young people if we were the prime sponsors so that we could control them, with the kind of need that we have for cleaner streets, for the betterment of our parks, for the better attractiveness of our waterfront.

I think if we were the prime sponsors for these projects, where we had this immediate supervision, that we could really do something with it and do something that would be of benefit to the city and of benefit to the people generally.

One other note, so that I don't lose my reputation with you for brevity, and that is the fact that I think that in this county, in this county where we have such a wonderful vocational school system, in this county too, where many of our high schools have gotten into the area of vocational training, I think here again there ought to be a closer marriage between CETA and this whole vocational complex, so that it's tied in—it's tied in with the development that's taking place here, and that the kids who are practically nonfunctional today can be made functional and can be made functional immediately—not by some academic approach, not by some big sociological study or some sociologist, but by the need that's here, and by fitting the kids into that need.

I think that CETA—and, as a matter of fact, when you're looking at this legislation again—to look at it, yes; look at the Newarks and the New Yorks—that's one problem.

But there's another problem with the Perth Amboys, with the New Brunswicks, with the Carterets, that have a better shot and are in a whole different economic area; yet who need this kind of help that you're talking about here.

The help has to be changed, the approach has to be different, but it can be done. And, as a matter of fact, I hope that this hearing—some of the things that result from this hearing—will address itself to that.

Senator, thank you very much.

The CHAIRMAN. Well, that's masterful. I personally appreciate your comments.

Mr. OTLOWSKI. Thank you.

The CHAIRMAN. More important here is what you've contributed to your deliberations in the thoughtful process of trying to make our efforts effective, make them work.

I know that some of your thoughts will tie right into our next panel of educators: Charles Boyle, chairman of Middlesex County Career Education Coordinating Council; and David Tyrrell, dean of the Division of Engineering Technology, Middlesex County College.

So, again, I thank you for your masterful presentation. It's been greatly helpful.

Mr. OTLOWSKI. Thank you.

The CHAIRMAN. All right.

Mr. Boyle, superintedent of schools and head of the Middlesex County Career Education Coordinating Council.

You're in the perfect position to make a significant contribution to your Congress.

STATEMENT OF CHARLES A. BOYLE, CHAIRMAN, MIDDLESEX COUNTY CAREER EDUCATION COORDINATING COUNCIL, SUPERINTENDENT OF SCHOOLS, EDISON, N.J., ACCOMPANIED BY DAVID H. TYRRELL, DEAN OF THE DIVISION OF ENGINEERING TECHNOLOGY, MIDDLESEX COUNTY COLLEGE, A PANEL

Mr. BOYLE. Thank you.

Just a followup to a point made by Mayor Otlowski concerning the vocational schools. At the present time there are just two programs that have been operating for CETA in the vocational schools:

(1) A summer SPEDY program, which you heard about earlier, of approximately 87 students in Perth Amboy Vocational School; and

(2) Last January, a program of medical secretaries, and 20 females were involved in the New Brunswick Vocational School.

A tip of the iceberg, an infinitesimal amount of what the county vocational schools should be training.

As you indicated, I do represent the Middlesex County Career Education Coordinating Council for Career Ed, which is made up of educators K–12 and postsecondary, and representatives of business and industry.

In addition, I'll be representing the school districts of Middlesex County.

I'm going to summarize my written testimony that was submitted on four points:

The education-work connection, being No. 1—local school districts do report that CETA students are developing positive attitudes about themselves and work.

CETA must insist that all programs provide: An orientation counseling component, which school districts have found successful in developing positive attitudes and assisting in the transition from school to work; antidropout programs to start in September or during the summer, not midyear as has been experienced.

Concerning employers: employers should be thoroughly screened before being selected as a training station; and also an orientation program for all employers and supervisors—those working directly with youth—should be an integral part of every CETA program.

This comment was made by a number of preceding speakers, that private enterprise should become more involved in CETA programs. The year-round programs which the private sector could implement, would provide more realistic work experiences in lieu of the summer-time work programs that municipalities, such as parks and playgrounds, sponsor.

The CETA programs must be designed to teach skills, attitudes, et cetera—not merely a means to earn money. A classroom or academic component would assist students in the transition from school to work—I cite the SPEDY program which I visited the other day at the Perth Amboy Vocational School, which is highly structured in terms of attendance, getting paid for being present, certainly following the rules and regulations of the school, and the skills that are being taught in the classrooms.

Many community people have identified all CETA programs as welfare programs. I think a better public relations program is needed to offset this perception.

Unfortunately, there have been difficulties with some of the adult CETA programs, especially in the area of the hard-core unemployed. This makes it more difficult getting support for the Youth Employment Act component of the program.

The next area is CETA and its relationship to schools.

Most school districts report that during the past 2 years CETA has improved its management, is more cooperative with local districts, and more responsive to local needs. There still remains some concerns and problems:

The short timeframe for submitting proposals; the amount of paperwork and redundant reports—I think you heard this earlier—the last-minute kind of time lines that come in, where reports have to be submitted, proposals have to be submitted—it's not just true of CETA; it's true of many other Federal and State programs. In terms of priorities, it becomes difficult to get these in.

CETA guidelines for operating programs have changed after programs had begun. I think this has to be corrected.

In many cases, CETA personnel are not aware of the school district operation, how the school district operates. There were some problems in terms of course credit during the school year, during summer work, summer school. A solution to this is more frequent meetings with the CETA personnel and the school personnel. There have been too infrequent meetings.

The third area: How to measure success.

School districts report that the success of CETA is measured by: One, the number of students remaining in school; two, improved attendance; three, better self-images; and four, positive attitudes about the school, jobs, and careers.

Students have moved from CETA programs to better jobs. Money is not the only benefit the students gain.

CETA's evaluation process lacks sophistication. I would suggest that CETA meet with the school districts and the division of vocational education to cooperatively develop program evaluation criteria.

All school districts should analyze their potential for involvement in projects funded under CETA, particularly those districts with capability for vocational and career ed, including the county vocational schools.

The County Career Ed Coordinating Council has no input into the distribution of CETA funding in Middlesex County. We do have input in the Federal vocational funding; in fact, the County Coordinating Council approves the funding matrix for Middlesex County.

CETA and the Coordinating Council should review all vocational and career ed funding sources. I believe in Monmouth County they are an integral part of the CETA funding.

And, last, the bilingual programs for youths.

A cooperative program must be initiated by the New Jersey Department of Ed, Vocational Division, and CETA to develop better lines of communication with the Hispanic communities, and identify those factors which discourage persons with limited English speaking ability from participating in vocational education

Thank you.

[The prepared statement of Mr. Boyle follows:]

MIDDLESEX COUNTY COORDINATING COUNCIL
FOR CAREER EDUCATION
97 Bayard Street
New Brunswick, New Jersey 08901

246-6490

Charles A. Boyle, Chairman
Superintendent of Schools
Edison, New Jersey

July 28, 1978

Mr. Harrison A. Williams, Jr.
N.J., Chairman
United States Senate
Committee on Human Resources
Washington, D.C. 20510

Dear Mr. Williams:

The Coordinating Council for Career and Vocational Education in Middlesex County is most interested in cooperating and working with Middlesex County CETA in developing meaningful programs for disadvantaged youths and adults. The Coordinating Council is solely responsible for creating, organizing, implementing, promoting and evaluating county-wide, coordinated K to post-secondary systems of vocational and career development education in Middlesex County. Members of the Coordinating Council are appointed by the Commissioner of Education with the approval of the State Board of Education. Basic representation on the Council includes people from business, industry and education.

I am bringing this information to your attention to emphasize the point that coordination, cooperation and collaboration between existing county agencies and services can result in viable vocational-career programs for Middlesex County youths and adults. Without this cooperation and collaboration, those citizens in need of assistnace will not receive the vocational and career education services they are entitled to, and, needless to say, taxpayers will not be getting the most for their tax dollars.

I have been asked to address several issues related to CETA in Middlesex County. I would like to note that the following comments represent the feelings of the Coordinating Council and local school districts.

The first issue: The Education-Work Connection

The local school districts note that their CETA students are developing positive attitudes about themselves and work. This is accomplished through field trips, shadow programs and on-the-job experiences.

When the schools provide an orientation and counseling program, it develops positive attitudes in students and helps in the transition from school to work. CETA must insist that all programs have these components.

CETA programs at the 12th grade have a positive impact upon student attitudes and self-image.

CETA programs at the 9, 10, and 11th grades are successful in getting students to return to school for the following school year because students realize they can enroll in CETA programs and earn money.

CETA and school districts should not attempt to initiate an anti-dropout program in February; it is too late. We must begin an anti-dropout program in September or during the summer.

Employers should be screened before they are selected as a training station.

Private enterprise must become more involved in CETA programs. During the summer months municipal training stations are used, but during the school year these jobs are not available---parks. When private industry is used, the same openings carry over to the school year. More emphasis must be placed on real work experiences for students in areas related to their career goals.

Stricter student salary guidelines must be established. Students who were employed prior to July 1, 1978, receive $2.65 per hour, and students employed after July 1 are receiving $2.80 per hour.

All CETA programs must be designed to teach skills, attitudes, etc., and not merely a means to earn money. The school districts emphasized that all career and vocational programs must lead to maximum employment opportunities.

An orientation program for all employers should be an integral part of every CETA program.

Several districts reported that there should be an academic component to all CETA programs. The classroom activity helps the students in the transition from school to work and in acquiring the attitudinal skills essential for success on the job.

Many community people have identified all CETA programs as welfare programs. A better public relations program can overcome some of this negative feeling. Local school districts should promote their success stories in the local and county newspapers.

More emphasis should be placed on real work.

The second issue: CETA and Its Relationship to Schools

Most school districts report that during the past two years CETA has improved its management, is more cooperative with the local districts, more responsive to local needs, and their staff people are able to provide more professional assistance.

One district reported that their high school CETA programs were more successful than their adult CETA programs.

The districts reported that the students like the CETA programs, and the Boards of Education, for the most part, were willing to cooperate and provide programs.

School districts are complaining that they do not have enough time to prepare and submit proposals. They are suggesting that additional preparation time will result in better planned proposals and programs.

Several districts reported that the CETA guidelines for operating their programs were changed after the program had begun.

Several districts suggested that CETA planners must spend more time with school personnel.

CETA and the school districts must meet and discuss the feasibility in initiating courses for credit. The school districts are apprehensive about initiating make-up summer courses for credit. This would, in their opinion, encourage students to intentionally fail a course so that he or she could enroll in a summer shcool make-up course and be paid for attending school.

A number of districts reported that CETA does not comprehend how school districts operate. For example, CETA would like students to receive academic credits for participation in a program, but they fail to realize that it may take several months or longer for the curriculum committee, administration, and Board of Education to approve the CETA course and credits. This course must then be submitted to the Department of Education for approval.

One district indicated that there are many eligible students not currently being served by CETA programs.

A few districts reported that it is difficult to contact CETA people directly via the telephone. All of the districts complained about the paper work and redundant reports. Other districts noted that too many of the ad-hoc advisory meetings were "rubber stamp" meetings.

The third issue: How to Measure Success

Several districts indicated that the success of CETA is measured by the number of students remaining in school, improved attendance, better self-images and positive attitudes about school, jobs, and careers. Many other districts reported that their CETA programs reduced the dropout rate, reduced vandalism, and they had fewer crimes in their communities. CETA, one district noted, enabled their students to earn money. With money in their pockets, they did not have to turn to crime as a source of cash.

School districts also reported that many students moved from the CETA program to better jobs. Money is not the only benefit students gain.

Several schools reported that if the goal of the CETA program is to only provide money, this will not be a meaningful experience for students. On the other hand, if the program is designed to assist students gain knowledge about jobs, learn how to get and keep a job, and develop the attitudes essential for success, it will be a good program.

The majority of the districts contacted indicated that CETA's evaluation process lacked sophistication. The districts also noted that it was important for CETA representatives to meet with the educational representatives and jointly establish evaluation criteria.

One district indicated that CETA evaluation personnel were more interested in budgets, bookkeeping, total expenditure of funds, rather than students.

CETA and the school districts must expand their public relations efforts and share their success stories with their citizens. It is also important for CETA to keep the local school districts informed of successful model programs in the county as well as other areas of the state and country.

It would seem feasible for representatives from the Division of Vocational Education and representatives from CETA to cooperatively develop program evaluation criteria.

It is also important that the local school districts receive copies of all program evaluations. Without these evaluations, the local districts cannot measure their accomplishments.

It is incumbent upon all Middlesex County school districts to analyze their potential for involvement in projects funded under CETA, particularly those districts with capability in vocational and career education, and act according to their findings. It is important for educators to take the lead in demonstrating their capabilities to impact upon youth unemployment.

The Coordinating Council has no input into the distribution of CETA funding in the County. It would seem feasible for CETA and the Coordinating Council to review all vocational and career funding sources and develop a system for guaranteeing that monies coming into the county for career and vocational programs will be expended wisely. We must get the most for every vocational dollar we spend.

The fourth issue: Bilingual Programs for Youths

Middlesex County must expand its outreach services for those people in need of bilingual, vocational and career education programs. A cooperative program must be initiated by the New Jersey Department of Education, Division of Vocational Education, and CETA to develop better lines of communication with the Hispanic communities and identify those factors which discourage persons with limited English speaking ability from participating in vocational education.

The school districts indicate that the CETA bilingual programs are successful and should, where feasible, be expanded to involve more students.

The need exists to establish a better network of guidance services for adults. We must not only direct them into training programs, but also provide follow-through and follow-up services.

The Comprehensive Employment Training Act (CETA) was designed to have a major impact upon the disadvantaged population. Middlesex County's CETA programs can have a positive impact upon career development and vocational programs through cooperation with existing agencies and delivery systems in the County. It is important that all agencies focus their energies and resources where they can have the greatest effect.

Very truly yours,

Charles A. Boyle

CAB/JC/dk

The CHAIRMAN. Thank you very much, Mr. Boyle.

Let's go right to Dean Tyrrell, and then we'll see if there isn't a little time. You can appreciate that we've had to condense, and I appreciate the efficiency with which you have presented your very helpful statement.

Your full statement, of course, will be part of our record.

Mr. BOYLE. Yes.

The CHAIRMAN. Dean Tyrrell.

Mr. TYRRELL. Senator Williams and committee staff: My name is David Harrison Tyrrell—I thought I'd throw that in for you, Senator—dean of the division of engineering technologies at Middlesex County College in Edison, N.J.

Since 1966, Middlesex County College has served the community through a wide variety of degree and nondegree programs, preparing both full- and part-time students for immediate employment and for transfer to 4-year institutions.

Over two-thirds of our full-time enrollment of over 5,500 is in occupationally-oriented programs in business, allied health, science, and engineering technologies.

We also serve a broad diversity of nontraditional community and career needs: Bilingual and minority groups, women, senior citizens, and business and industry.

Recently, a large portion of the energy of our division of community services has been occupied by initiating a number of CETA title I, III, and VI programs. In responding to the needs of our target population, Middlesex has always been active in career-education leadership both nationally and on a statewide level. Thus, we welcome the opportunity to share our insights into the ways in which postsecondary institutions can help to reduce youth unemployment.

In view of the time constraints imposed on your committee, I will confine my testimony to three areas of concern about which we feel especially qualified to make recommendations: Our role as a linkage between education and work, our relationship with CETA, and the special problems of bilingual youth.

We see as a major role of the postsecondary institution the bridging of the gap between unemployed youth and the world of work. Employers need and demand workers with the right combination of skills, attitudes and knowledge.

We at Middlesex and at other community colleges have developed a wide variety of programs that demonstrate how this bridge must be built. In so doing, we have over the past decade learned a great deal about the problems that youth face in addressing the world of work.

Many of our enrollees in programs for the disadvantaged and unemployed simply do not know that financial aid, academic remediation, short-term training programs leading to immediate employment, and job-related academic counseling are available to them. Many are not aware that, in many employment areas, a previous history of discrimination has changed to a positive or at least a nondiscriminatory attitude, particularly true, incidentally, in the high-technology areas.

There is also a high correlation between low academic achievement and youth unemployment. Many young people with low reading and mathematics skill levels simply feel embarrassed at having these deficiencies exposed in a job-seeking situation, and rule themselves out of the employment market.

Therefore, we would like to see a mechanism inserted into CETA and other future similar training programs that will mandate academic support for job-skill trainees so as to maximize the participants' chances for success. This academic support can best be provided by community colleges and other postsecondary institutions geared to an open-admissions policy and a diverse nontraditional clientele.

In most instances, community colleges have already in place a huge capital investment in learning resources for nontraditional students, resources that can be shared by CETA participants at relatively little cost.

Many of us in higher education view our relationship with CETA as one that has great potential for remedying structural unemployment. At our own institution, we are crrently conducting CETA-sponsored job training, academic skills, public service, and youth-oriented projects serving hundreds of participants.

Our relationship with our prime sponsor is a healthy and a cooperative one, but we have observed that such a relationship, under the current law, depends to a great extent on local leadership rather than on its being legislatively codified and assured.

We therefore join the American Association of Community and Junior Colleges and the National Advisory Council on Vocational Education in their recommendation that:

> Prime sponsors must be fully involved in the national commitment to provide the structurally unemployed with the training and assistance they need to move into the mainstream, and up the economic ladder. CETA must provide more than merely temporary subsistence and maintenance.

We also find, in general, a need for greater flexibility with regard to programatic and budgetary regulations to permit institutions with proven capabilities in recruitment, counseling, training, placement, and job development to assume responsibility for all segments of a title I or title III programs.

A second problem area is caused by the 12-month funding cycle and the frequent changes in regulations impacting on our programs. We are therefore recommending a number of legislative and procedural improvements in our written testimony.

Briefly, they are:

First. State and local planning councils need to be strengthened to give them their own staff, independent of the prime sponsor staff.

Second. Greater training and technical assistance for sponsor personnel.

Third. More coordination within the States among agencies working in manpower planning, training, placement, et cetera.

Fourth. Reduction of paperwork and reporting requirements—mentioned several times—in testimony, previously.

Fifth. Legislation should require greater prime sponsor emphasis on training.

Sixth. Permit more flexibility in allowing remedial work with the hard-core unemployed.

Seventh. A major focus on the disadvantaged.

Eighth. A mechanism for improving program stability by providing a high priority for refunding demonstrably successful training programs.

We have problems in getting employees to staff programs who are well qualified, who continually are threatened with having their jobs terminated in a very short period of time.

In terms of bilingual youth and unemployment: Middlesex County College shares with many other institutions a significant subpopulation that is bilingual, in our case Hispanics of predominantly Puerto Rican and Cuban origin.

Our experience in serving young Hispanics through CETA, VEA and other programs suggest that a comprehensive approach by one agency is more effective than the fragmentation of responsibility for ending youth unemployment. By this we mean that unemployment among bilingual youths has several causative factors that should be attacked in a concerted fashion.

These youths are often characterized by:

First. The need for immediate income because they are poor.

Two. The need for specific marketable skills.

Three. The need for positive role models to offset the impact of the negative models in poverty-stricken environments.

Four. The need for job-related basic educational skills in reading, language, and computation.

Five. The need for a coherent, experientially oriented contact with the opportunities open in the world of work, rather than menial, dead-end make-work jobs.

Six. The need for a structured development of positive attitudes toward themselves and their involvement in the employment mainstream.

Seven. The need for development of organizational and self-discipline skills demanded by the employment market and

Eight. The need for specific knowledge about educational and training options, including the financing of these options, so that they can actualize their aspirations—that means "get a job" I think.

And we also urge that greater national attention be given to not only evaluation, but also to dissemination of the results of programs such as ours, so that replication is facilitated and potential failures are minimized.

Not only are ineffective programs wasteful of taxpayers' money and damaging to the credibility of all agencies involved, but their negative effects on the human beings who share in those failures as participants are too great to be permitted. This is especially important in the area of bilingual programs, since their target population faces a multiplicity of handicaps that have thus far resisted definite solutions.

We appreciate the opportunity to comment on the relationship of the community college to the efforts of the Federal Government to provide employment and training opportunities for youth. Middlesex County College stands ready to be of any further assistance to the committee or the staff, if called upon.

[The prepared statement of Mr. Tyrrell follows:]

Testimony

on

Youth Unemployment and the Impact of

Federal Programs on Efforts to Provide

Employment and Training Opportunities for Youth

By

David H. Tyrrell
Dean, Division of Engineering Technologies
Middlesex County College
Edison, New Jersey

to the

Senate Committee on Human Resources

Perth Amboy, New Jersey
July 31, 1978

Mr. Chairman and Members of the Committee:

My name is David H. Tyrrell, Dean of the Division of Engineering Technologies at Middlesex County College in Edison, New Jersey. Since 1966, Middlesex County College has served the community through a wide variety of degree and non-degree programs, preparing both full and part-time students for immediate employment/and for transfer to four-year institutions. Over two-thirds of our full-time enrollment of over 5,500 is in occupationally-oriented programs in business, allied health, science, and engineering technologies. We also serve a broad diversity of non-traditional community and career needs: bilingual and minority groups, women, senior citizens, and business and industry. Recently, a large portion of the energy of our Division of Community Services has been occupied by initiating a number of CETA Title I, III, and VI programs. In responding to the needs of our target population, Middlesex has always been active in career-education leadership both nationally and on a statewide level. Thus we welcome the opportunity to share our insights into the ways in which postsecondary institutions can help to reduce youth unemployment.

In view of the time constraints imposed on your Committee, I will confine my testimony to three areas of concern about which we feel especially qualified to make recommendations: our role as a linkage between education and work, our relationship with CETA, and the special problems of bilingual youth.

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Strengthening the Linkage Between Education and Work

We see as a major role of the postsecondary institution the bridging of the gap between unemployed youth and the world of work. To bridge that gap requires the community college and its postsecondary partners to reach out to employers as well as the unemployed in creating optional conditions for getting young people in the career mainstream.

Employers, however, are not philanthropists. They need - and demand - workers with the right combination of skills, attitudes, and knowledge. The tale of national trends toward higher - skilled entry - level jobs and the elimination of low - skill positions need not be recounted here. In bridging the gap between out-of-work youth and jobs, postsecondary institutions need support so they can establish a positive link in the minds of these young people between education, work and a better life.

In our experience as a community - oriented college, we have developed several pilot programs for reinforcing this link. We have conducted, for example, career camps for disadvantaged teenagers that combine self-assessment and job conseling with "hands-on" laboratory experiences that let them sample various career fields.

Our success is attributable to the opportunity we give youngsters to experience the realities of a given career - not the myths or preconceptions that may rule it or them out of their range of possibilities, but the positive and negative aspects of daily contact with a job.

We have, over the past decade, learned a great deal about the problems that youthful participants face in addressing the world of work, problems that our programs and services attempt to address. Many of our enrollees in programs for the disadvantaged and unemployed simply do not know that financial aid, academic remediation, short-term training programs leading to immediate employment, and job-related academic counseling are available to them. Many are not aware that, in many employment areas, a previous history of discrimination has changed to a positive or at least a non-discriminatory attitude.

There is also a high correlation between low academic achievment and youth unemployment. Many young people with low reading and mathematics skill levels simply feel embarrassed at having these deficiencies exposed in a job-seeking situation, and rule themselves out of the employment market. Therefore, we would like to see a mechanism inserted into future CETA regulations that will mandate academic support for job-skill trainees so as to maximize participants' chances for success in training programs. This academic support can best be done by community colleges and other postsecondary institutions geared to an open-admissions policy and a diverse non-traditional clientele. In most instances, community colleges have already in place a huge capital investment in learning resources for non-traditional students, resources that can be shared by CETA participants at relatively little cost.

CETA and the Colleges

Many of us in higher education view our relationship with CETA as one that has great potential for remedying structural unemployment. At our own institution, CETA Title I, III, and VI Programs were last year the largest single grant source category for us. We are currently conducting job-training, academic-skills, public-service, and youth-oriented projects serving hundreds of participants. Our relationship with our prime sponsor is a healthy and cooperative one, but we have observed that such a relationship, under the current law, depends to a great extent on local leadership rather than on its being legislatively codified and assured.

We therefore join the American Association of Community and Junior Colleges and the National Advisory Council and the National Advisory Council on Vocational Education in their recommendation that:

> Prime sponsors must be fully involved in the national commitment to provide the structurally unemployed with the training and assistance they need to move into the mainstream, and up the economic ladder. CETA must provide more than merely temporary subsistance and maintenance. In order to honor this commitment, the prime sponsor's plan should spell out in detail how the training program is coordinated with existing, on-going programs and resources at the local and state levels, such as vocational education, community colleges, state employment service, and other activities. Requirements for coordinated planning, similar to the requirements for the coordination of vocational education and CETA contained in the Vocational Education Act, should be included in the new CETA legislation.

Our experience, confirmed by contact with other institutions, has also revealed that other provisions of the existing legislations mitigate against maximal participation by postsecondary institutions. We find, in general, a need for greater flexibility

with regard to programmatic and budgetary regulations to permit institutions with proven capabilities in recruitment, counseling, training, placement, and job development to assume responsibility for all segments of a Title I or Title III program. A second problem area is caused by the 12-month funding cycle and the frequent change in regulations impacting on our programs. We therefore recommend the following legislative and procedural improvements:

1. A strengthening of state and local manpower planning councils to insure a more uniformly effective involvement in CETA planning, implementation, and review. One approach would be to give the planning councils their own staff, independent from the prime sponsor, as suggested by the AACJC.

2. Greater technical assistance and training for prime sponsor personnel to help bring about better understanding of the complexities of employment and training, and DOL regulations.

3. Within the states, more coordination among agencies is needed so that agencies working toward related goals are able to work together productively rather than impose differing requirements on the same groups. To some extent the law already requires this of the State Manpower Services Council. In addition, the 1976 amendments to the Vocational Education Act require CETA membership on the State Vocational Education Advisory Council. However, it does not seem that the mandated goal of a "consistent, integrated and coordinated approach" has been reached.

4. Clearly, the Department of Labor must take a very close look at CETA reporting requirements. Information needs should be rationalized and codified to eliminate all unnecessary repetition, as well as reporting of unneeded information. It could be expected that DOL technical assistance to prime sponsors could be helpful in this regard as well.

5. CETA legislation should be amended to require greater prime sponsor emphasis on training and education. As suggested by a comprehensive AACJC survey, a set-aside or requirement that a certain minimum percentage of prime sponsor funds be allocated to training is one approach.

6. In addition, a legislative change is needed to permit more than 12 months training experience, at least for CETA clients whose basic reading and mathematics skills are so poor that their long-run hopes in the job market are dim. For such persons remedial education, plus job behavior skills, may be necessary for meaningful entry into the job market.

7. Somewhat greater flexibility in CETA job training arrangements would seem helpful. A more effective CETA focus on the disadvantaged could be achieved through 1. allowing more training time when needed, including basic skills; 2. administrative allowances to institutions providing training, which would be used for counseling and related services; 3. flexible schedules, including time off, to encourage the psychological transition to the world of work; 4. more effective placement, including arrangements whereby training institutions undertake the task if they are clearly qualified to do so.

8. A mechanism for assuring high priority for refunding of demonstrably successful training programs should be considered. Often, much unreimbursed commitment in staff effort and facilities is invested by participating institutions, as well as the establishing of credibility with employers and disadvantaged communities. In order to retain committed and qualified CETA-related staff at our colleges, we need to be better able to do medium-range planning. A "contract year" independent of the fiscal year would help in this regard.

Bilingual Youth and Unemployment

Middlesex County College shares with many other institutions a significant sub-population that is bilingual, in our case Hispanics of predominantly Puerto Rican and Cuban origin. Our experience in serving young Hispanics through CETA, VEA, and other programs suggests that a comprehensive approach by one agency is more effective than the fragmentation of responsibility for ending youth unemployment. By this we mean that unemployment among bilingual youths has several causative factors that should be attacked in a concerted fashion. These youths are often characterized by:

1. The need for immediate income because they are poor.
2. The need for specific marketable skills.
3. The need for positive role models to offset the impact of the negative models in poverty-stricken environments.
4. The need for job-related basic educational skills in reading, language, computation.
5. The need for a coherent, experientially-oriented contact with the opportunities open in the world of work, rather than menial, dead-end makework jobs.
6. The need for a structured development of positive attitudes toward themselves and their involvement in the employment mainstream.
7. The need for development of organizational and self-discipline skills demanded by the employment market.
8. The need for specific knowledge about educational

and training options, including the financing of these options, so that they can actualize their aspirations.

We also urge that greater national attention be given to not only to evaluation but also to dissemination of the results of programs such as ours, so that replication is facilitated and potential failures are minimized. Not only are ineffective programs wasteful of taxpayers' money and damaging to the credibility of all agencies involved, but their negative effects on the human beings who share in those failures as participants are too great to be permitted. This is especially important in the area of bilingual programs, since their target population faces a multiplicity of handicaps that have thus far resisted definite solutions.

The CHAIRMAN. Excellent. Under the youth employment and training program of the new Youth Act, 22 percent of the prime sponsor's funds are earmarked for expenditure only under an agreement with local education agencies—elementary and secondary public schools.

What kinds of services and other activities are you being afforded under those agreements? Can you tell me what the experience has been, Mr. Boyle?

Mr. BOYLE. I mentioned two. The vocational schools are involved with the SPEDY summer program and medical secretaries program.

A number of school districts, about nine districts, are involved this summer with the SPEDY program.

I would indicate that because of the time lines—about a year ago—and the priorities—New Jersey, as you know, has been going through an overhaul of its school system, commonly known as "thorough and efficient education"—and in terms of priorities, I think, and possibly communication problems, school districts did not opt to go into an extensive program with CETA.

However, in the few that have, there have been positive results after the shakedown, so to speak.

Mr. TYRRELL. The community college has a number of CETA programs. We have training programs in five different areas—three of them happen to be in my division, are the ones I'm most familiar with. One is a small systems computer operator, another is a machine operator.

We have programs in the secretarial area, as distribution clerks and accounting clerks.

These programs are moving forward very effectively and have very good placement records.

In addition, we're running this summer an interesting program called SITT (summer in the technologies), which provides information and hand-on experiences for students or for disadvantaged youth in the area, in helping them select careers and career opportunities that are realistic for them, that are of interest to them; and in overcoming barriers that they face and in changing their attitudes toward many of these technically oriented areas as being too difficult or closed to them because of their race, et cetera.

The CHAIRMAN. Could you explain to me what we've done to you with this act that went into effect in October, which doesn't mention community colleges?

Mr. TYRRELL. It's been a problem, Senator.

The CHAIRMAN. And then, how it develops and with whom you develop your community college effort under title IV programs—they're title IV programs, right?

Mr. BOYLE. We have a working relationship now—are you talking about the secondary schools in Middlesex County with the community college?

The CHAIRMAN. I am confused about what attitude you have with our new program under the Youth Employment and Training Act, YETP. You can't pronounce the acronym, but that's it.

Twenty-two percent of a prime sponsor's funds are earmarked for expenditure only under agreement with local education agencies—that's you, Mr. Boyle, right?

Mr. BOYLE. Right.

The CHAIRMAN. And——

Mr. TYRRELL. Is it my understanding that excludes Community colleges?

The CHAIRMAN. The provision doesn't mention the community colleges.

That's why I'm wondering what have we done here, whether we've shut out an opportunity.

Mr. TYRRELL. Well, certainly, we have a multimillion-dollar plant, and we have a great deal of experience with all sorts of nontraditional kinds of clientele. We have a proven track record that's respected by industry, by all local business and industry—in terms, not only of training individuals for immediate employment—over two-thirds of our students are in those kinds of programs—but also in placement, in counseling, in recruitment.

And being excluded from those programs by not being in the definition of an LEA is a significant difficulty for us, as far as we're concerned; and I think it's a real difficulty in making use of our facilities and services for CETA.

The CHAIRMAN. So, where you are involved is directly with the prime sponsor under the four titles of CETA; is that right?

Mr. TYRRELL. That's correct.

The CHAIRMAN. Then, there's a missing link, in your judgment.

Do you share that view, Mr. Boyle?

Mr. BOYLE. Yes. I'm not competing with the community college; I'm speaking for the school districts.

But I would emphasize that due to the lateness of the act and the implementation of the program—I mentioned in my opening remarks following Mayor Otlowski that we have an outstanding vocational school system in Middesex County, a good track record in terms of job placement, about 98 percent.

Mr. TYRRELL. That's right.

Mr. BOYLE. And yet, we have approximately 100 students since January in the vocational training program.

I think it was because of the time lines last fall, plus the communications problems which I cited in my testimony.

The comprehensive high schools, K-12 districts, they have not opted for these programs—again, because of priorities and a communications problem.

I did mention that school districts who have this capability should pursue th. / area. So, we're not—I think we've been satisfied, both of us—we're not competing with the county colleges.

Mr. TYRRELL. One of the interesting things about this county is the level of cooperation between the county college, the vocational education portion, in terms of vocational schools, and the public school systems. I think our career education coordinating council is evidence of this, and also we have joint programs with the vocational school system and the county college.

Mr. BOYLE. Dean Tyrrell is a member of the county coordinating council.

The CHAIRMAN. Is there a possibility here that, because of these limitations, and also the limitation under law, that part of that money that could be available is not being used?

Mr. TYRRELL. Possibly, in certain cases, with the facilities that are sitting there, the capital investment that is already there, they're not

being used as efficiently and effectively as they might be, if you exclude the agencies like the county college in that definition.

The CHAIRMAN. Now, here you have a situation where you are geared up to bring educational opportunity into the area. A lot of the comprehensive schools do not feel geared up.

Mr. BOYLE. With the exception of the vocational school.

The CHAIRMAN. Vocational, yes.

I will bring this to the attention of the original sponsor of this 22-percent provision for local schools, Senator Javits. I will bring that to his attention.

Maybe we can make that earmarking more realistic.

Mr. TYRRELL. This is particularly important now at a time when college enrollments are being flattened out, so that the space is beginning to become available, and it will become more available probably in the future.

The CHAIRMAN. Yes.

Mr. TYRRELL. The duplication of our facilities and services just doesn't make sense, from an economic point of view.

The CHAIRMAN. You have your physical location in the community colleges close to——

Mr. BOYLE. The center.

The CHAIRMAN [continuing]. One of the most dynamic commercial industrial centers of not only our State but even the Nation.

Mr. TYRRELL. Yes, sir.

The CHAIRMAN. You have on campus a lot of job opportunities.

Mr. TYRELL. We certainly do. We have employers coming in two times a year to recruit our students on campus.

The CHAIRMAN. Yes.

Mr. TYRRELL. Our job placement is excellent, and industry, you know, looks to us for employees.

The CHAIRMAN. Let me just ask one final question.

We were talking about the transportation problem for job opportunities, realistic job opportunities, which is severe with industry going out, way out, on the interstates.

Here we have a different situation. And, yet, you probably need an automobile to get to your college.

Mr. TYRRELL. Well, to a certain extent, we do have some public transportation. We do have buses from Perth Amboy, I believe from Woodbridge, and from New Brunswick, on a fairly regular schedule into the college; in addition to our automobile transportation, which is certainly the majority.

The CHAIRMAN. Well, this gives me a lot to take back and feed into our legislative operation. I think perhaps we will see some improvements.

Mr. TYRRELL. I might make one quick aside. George Otlowski, who was sitting here, when he was Freeholder director, was probably one of the people who was primarily responsible for the starting of Middlesex County College. It was a pleasure to follow him.

The CHAIRMAN. It was a pleasure to address the director—I remember it with the greatest pleasure—a fabulous institution.

Mr. TYRRELL. Thank you.

The CHAIRMAN. We lamented the departure of the arsenal, but in retrospect——

Mr. TYRRELL. It was a good move.

The CHAIRMAN [continuing]. It was a great move, yes.

Now, as anchor and pull-it-all-together, those who have the most intimate and personal experience; our youth program enrollees: Charlene Sims, Cathy Jasmin, George Cruz, Zeromae Glenn, Deborah Oglesby, and Gil Fox. We know that this panel of participants have been part of the audience until now, and now you're front and center. I wish the cameras were still here, but they've gone on. It would be a good story, a good pictorial study for television—maybe they caught you, though. The camera roamed, I see.

Now, shall we start with those who are closest to the microphone here? In your own words you can give us your view of what your experience has been under the program, and what we're talking about here today.

George Cruz, you've got the microphone right in front of you. Pull up close to that microphone and just tell us what it's all about.

Mr. CRUZ. I don't want to talk. Let somebody talk first and I'll talk after.

The CHAIRMAN. All right. You want to come second or third?

Mr. CRUZ. Yes.

The CHAIRMAN. All right.

Who would like to volunteer to just give us in your own words in a very relaxed way what being a part of this program has meant. Maybe you want to say what you're doing in the program, what you hope to acquire in the program, what your ambitions are after your training is over, or your activity is over.

How about you, Gil? You like to speak up. You were kind enough to ask me "how's the wife and the kids?" when we met today.

STATEMENT OF GIL FOX, CETA SUMMER PROGRAM, OLD BRIDGE, ACCOMPANIED BY CATHY JASMIN, CETA TRAINEE, NEW BRUNSWICK; GEORGE CRUZ, YCCIP PROJECT, NEW BRUNSWICK; DEBORAH OGLESBY, CETA TRAINEE, NEW BRUNSWICK; CHARLENE SIMS, MEMBER, YOUTH ADVISORY COUNCIL; AND ZOROMAE GLENN, CETA TRAINEE, SOMERVILLE, A PANEL

Mr. FOX. Yes; I'm an Old Bridge resident for 8 years, and I've been working for CETA this year—not last year—but 2 years previous, also.

CETA to me has always been a great help when employment has become a problem, and it is in our community because we are mostly a suburban and rural district, and thus we aren't very centralized as far as business is concerned.

Mostly my work this year has been very good, because I'm working with the engineering department in our township, doing architectural drawings—which is something I can actually write down in my transcript and which I can use for college, as far as that is concerned.

In this way, I believe CETA is helping me a lot. As far as my future, I plan to go to college after I graduate from high school. I will be a senior this coming September.

As far as I'm concerned, CETA has fulfilled its requirements on a Federal level thus far, and it's really done a good job as far as employing young people in our community.

The CHAIRMAN. Your employment then is through the municipality in Old Bridge?

Mr. FOX. Yes.

The CHAIRMAN. And you're in the city hall there?

Mr. FOX. Yes; I'm in the municipal center.

The CHAIRMAN. And what are your ambitions now? What year are you in school—your senior year?

Mr. FOX. I'll be a senior this September.

The CHAIRMAN. And your ambitions are what?

Mr. FOX. I plan to be some sort of architect or commercial designer—in art or commercial art—free-lance art.

The CHAIRMAN. This is your second summer?

Mr. FOX. This is actually my third.

The CHAIRMAN. Third?

Mr. FOX. Third year working for CETA.

The CHAIRMAN. Did you have that ambition when you started under the CETA program 3 years ago?

Mr. FOX. Yes; I had, although a position wasn't available for me to actually acquire some training in that area.

The 2 previous years I had been doing maintenance in the schools; you know, maintaining lawns, and the interior of the school, making sure everything's presentable in the form of desks, and the building as a whole.

The C[illegible]AN. And then you advised the director of the program that you [illegible]d like to move into this other area of drafting?

Mr. FOX. Yes. They always had given us an opportunity—if you had any special talents or skills—for review so they could put us in something that might help us in the future. Positions aren't always available which will prove useful, or that we can actually write down for credit, gain some knowledge, and put it to use in the future.

The CHAIRMAN. How many are in the program at Old Bridge?

Mr. FOX. I don't know the actual number, although there——

The CHAIRMAN. Take a guess.

Mr. FOX. I'd estimate at least 200, possibly.

The CHAIRMAN. And you know them? You talk with them?

Mr. FOX. I do. My sisters also—my two sisters are also employed.

The CHAIRMAN. What do you interpret—how do you evaluate their feeling about this opportunity that they're receiving under CETA, summer employment?

Mr. FOX. Well, everyone is really glad to have an opportunity to keep busy for the summer, and also to have some money—because it's very important as students to have some money for use in school, and socially in the summer.

And, all in all, everyone really appreciates the opportunity to be employed in this respect.

The CHAIRMAN. What are your wages?

Mr. FOX. Minimum wage, I believe—it's $2.65 or $2.80 an hour.

The CHAIRMAN. Excellent. Thank you very much, Gil.

We'll go from Mr. to Ms.—Cathy Jasmin. Where are you located, Cathy?

Ms. JASMIN. New Brunswick. I'm at the youth incentive program at the Urban League.

The CHAIRMAN. I see. Your sponsor, then, is the Urban League; and your employment is, where? At their center?

Ms. JASMIN. Yes.

The CHAIRMAN. What kind of activity are you doing, and what are your ambitions?

Ms. JASMIN. Well, the program assists participants in entering—like for us to make decisions as to what occupational field we want to enter as a career, in job placement, and they have work counseling and selective opportunities to research into interviewing processing, dealing with people individually, and setting up appointments for interviews.

The CHAIRMAN. Then you work in the office and you help other people.

Is this a full-time activity for you?

Ms. JASMIN. No; I'm a trainee. I'm in the program, and it's called the youth incentive program.

The CHAIRMAN. How about your academic education? Are you finished? Have you graduated?

Ms. JASMIN. Yes, I have; from New Brunswick High School.

The CHAIRMAN. When did you graduate?

Ms. JASMIN. 1975.

The CHAIRMAN. And how long have you been at the Urban League program?

Ms. JASMIN. Well, I just started this year.

The CHAIRMAN. What did you do after high school, from 1975 until you entered this program?

Ms. JASMIN. I was in a program in high school and other times I was working.

The CHAIRMAN. And what are your career ambitions?

Ms. JASMIN. Secretarial.

The CHAIRMAN. And is this activity at the Urban League helping you——

Ms. JASMIN. Yes.

The CHAIRMAN [continuing]. In this direction?

Ms. JASMIN. Yes, they're helping me—more personally with myself, you know, talking with the other people, interviewing processing, and as an individual, so they help prepare ourselves for going out for interviews, and doing research for occupations, so we can really see what we want to do in the future.

The CHAIRMAN. Do you have the skill training there at the Urban League, secretarial skills, typing and dictation?

Ms. JASMIN. I don't have dictation or shorthand, but other than that I have the basic secretarial skills.

The CHAIRMAN. How long will you be in this training program, Cathy?

Ms. JASMIN. Well, right now, until I find a job at the end of the year.

The CHAIRMAN. You entered when?

Ms. JASMIN. This year.

The CHAIRMAN. I mean when this year?

Ms. JASMIN. Well, 2 months, 3 months ago.

The CHAIRMAN. Do you feel prepared now to go into these jobs?

Ms. JASMIN. Yes, I do.

The CHAIRMAN. And you're anxious to?

Ms. JASMIN. Yes, I am.

The CHAIRMAN. You know who really runs the company, those who are called the secretaries. Good luck to you.

Now, are you ready, George?

Where do you live, George?

Mr. CRUZ. Carteret.

The CHAIRMAN. You're working and training in New Brunswick?

Mr. CRUZ. Yes.

The CHAIRMAN. A lot of things are happening in New Brunswick.

Mr. CRUZ. Yes. I see a lot of things are happening.

The CHAIRMAN. Are you glad the Route 18 question was finally solved and settled?

Mr. CRUZ. Yeah.

The CHAIRMAN. You know, that was a long struggle to establish the missing link. You had Route 18 and Route 18 and no bridge. You know, it promises great development and new enterprise and new activity, new jobs, great new things for New Brunswick. What is your job? What do you want to be?

Mr. CRUZ. I want to be a carpenter.

The CHAIRMAN. An honored profession, one of the first, as you will recall.

Mr. CRUZ. See, I had no skills, and I needed more training. I want to keep going for more training like this. I want to keep a job like this, you know, because I like the job.

I'm getting a little bit of training, but it ain't going to be for long.

The CHAIRMAN. How long have you been in this program, George?

Mr. CRUZ. About 3½ months.

The CHAIRMAN. And how long is it—you're in part of the rebirth of Brunswick renovation project, right?

Mr. CRUZ. Yeah.

The CHAIRMAN. House renovation?

Mr. CRUZ. Yeah.

The CHAIRMAN. Working on——

Mr. CRUZ. Houses.

The CHAIRMAN. Rehabilitating houses?

Mr. CRUZ. Yeah.

The CHAIRMAN. Great.

And how long can you stay in this work and training?

Mr. CRUZ. Well, I would like to stay longer, but the program isn't going to last that long, because it's only going to last until September 30.

The CHAIRMAN. When?

Mr. CRUZ. September 30. So, you know, I still need more training, mostly to learn more skills.

The CHAIRMAN. While the program provides for a year of what you're doing, evidently the program you're on you feel is going to end in September; is that right?

Mr. CRUZ. Yeah.

The CHAIRMAN. All right.

Mr. CRUZ. You know, I want to keep going because I want to get more experience on the job. I got a little bit of experience, but I still need more training and more skills to work, and I want to learn more about it, you know.

The CHAIRMAN. How old are you, George?

Mr. CRUZ. Seventeen.

The CHAIRMAN. And in school, what is your high school situation?

Mr. CRUZ. I dropped out when I was in eighth grade. I graduated

from eighth grade, I went to high school. From there, I didn't go no more, you know, so I was supposed to be going to another school to be trained. I didn't go to that school to be trained, so now I just came to this program. In this program, I learned more. I've been training really good.

You know, I want to keep training myself. I want to get more training, more experience on the job—people's houses, home repairs, things like that. I'd like to train myself. You know, I want to keep on doing it.

The CHAIRMAN. Is there any opportunity now for you to finish your high school education?

Mr. CRUZ. Yeah. We're taking YCCIP for credit toward a diploma, you know. But still, it isn't long enough. You got to have more time because, really, you know, we don't have too much classes.

The CHAIRMAN. All right.

Now, just give me a typical day when you're learning both the occupation, the trade of carpentry, and also doing some of the work for your certificate of high school.

Mr. CRUZ. Yeah, both.

The CHAIRMAN. You're doing them together.

When do you get to school on a typical day when you go into the classroom to work?

Mr. CRUZ. I have my classroom in the afternoon, 2 hours for math, 2 hours for English, that's about it. The other days, you know, we go out to work on people's houses, for home repairs in the day, you know, like that.

The CHAIRMAN. Where do you go for your 2 hours of schoolroom work?

Mr. CRUZ. MCEOC, inside the MCEOC in New Brunswick. We have the classes there.

The CHAIRMAN. Not at a regular school, but at the project?

Mr. CRUZ. Yeah.

The CHAIRMAN. I get it. Do you like the track you're on now?

Mr. CRUZ. Yeah, I like it. I want to——

The CHAIRMAN. Do you feel some real hope that you'll be able to work and have a better future in a job?

Mr. CRUZ. Yeah. I just want to keep going for the job because I like the job, myself, you know—it's one of my best jobs.

The CHAIRMAN. I see. Excellent. Now, looking ahead to September when this particular project will be finished, what are you looking for to continue? You say you want more training. Where are you looking to see if there is more training?

Mr. CRUZ. I don't know.

The CHAIRMAN. You don't know?

Mr. CRUZ. Unless I keep on with it, stay with the same people—you know, but if I stop once then, I can't find another job the same as it was, you know.

The CHAIRMAN. Have you talked to any of your supervisors about the problem you see when September comes for you?

Mr. CRUZ. Yeah, I talked to my counselor.

The CHAIRMAN. Has he been in a position to help you and give you some good advice?

Mr. CRUZ. He gave me advice.

The CHAIRMAN. What?

Mr. CRUZ. He told me I still need more training. That's what he told me, you know. Without more training—you know, I only had it for a couple of weeks, that was it.

The CHAIRMAN. So you don't know of any place you can go for more training after September?

Mr. CRUZ. No.

The CHAIRMAN. I would suggest that within the occupation and trade of carpentry there are apprentice programs and I would recommend that you suggest to your counselor that maybe together you should look at that. There are apprentice programs.

Mr. CRUZ. Yeah.

The CHAIRMAN. Have you heard that word, "apprentice"?

Mr. CRUZ. No.

The CHAIRMAN. You have not.

We better have someone give you a call. We'll do that. There's John Molinari behind the pipe; he knows. He's a part of our Senate staff operation in New Jersey.

You got that, John?

The apprentice program is basically run through the union—are you opposed to unions? [No response.]

The answer is "No." [Laughter.]

But, really, I'd like to follow this one all the way through, because quite frankly, if my house were tumbling down, I'd like to have you there putting it back together again. You look good to me, very good.

Now, we will take volunteers. Deborah?

The CHAIRMAN. Now, Deborah, where do you live? Let me see—you live in New Brunswick, too.

Ms OGLESBY. Yes.

The CHAIRMAN. And are you through high school?

Ms OGLESBY. Yes.

The CHAIRMAN. When did you graduate?

Ms. OGLESBY. Last year, 1977, from New Brunswick High.

The CHAIRMAN. And what did you do after you graduated from high school?

Ms. OGLESBY. I was looking for a job, but I couldn't seem to find one until I came to MCEOC, and they found one for me.

The CHAIRMAN. How did you learn of the Middlesex County Economic Opportunity Corp.? Did they find you or did you find them?

Ms. OGLESBY. I found them.

The CHAIRMAN. How long have you been under part of their activity?

Ms. OGLESBY. Four months.

The CHAIRMAN. And you're at one of the hospitals?

Ms. OGLESBY. Yes. I'm working at St. Peter's Medical Center, and I work in food service, and I would like to become a dietitian.

The CHAIRMAN. Very good. Let's not talk too much about food; I'm very hungry right now, and you'll make it more painful.

But you like this activity? Does it give you a lot of enthusiasm, this kind of activity and work?

Ms. OGLESBY. Yes; it does.

The CHAIRMAN. All right.

How long will you be at the hospital under the sponsorship of the MCEOC program?

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Ms. OGLESBY. Well, after 6 months, they're planning on hiring me back.

The CHAIRMAN. They are.

Ms OGLESBY. Yes.

The CHAIRMAN. Oh, I see. Who's going to hire you back full time, the hospital?

Ms. OGLESBY. Yes; the hospital.

The CHAIRMAN. Oh, I see.

In other words, your employer right now is the Middlesex County Economic Opportunity Corp?

Ms. OGLESBY. Yes.

The CHAIRMAN. And your work is under assignment to the hospital?

Ms. OGLESBY. Yes.

The CHAIRMAN. After 6 months you feel that the hospital will be your employer?

Ms. OGLESBY. Yes.

The CHAIRMAN. Well, that is the hope that people like you will find this opportunity for regular employment, continuing employment, that you will like. If you like it, you'll do all right.

Ms. OGLESBY. Yes.

The CHAIRMAN. Excellent. I'm glad you came over.

I want to thank you all, by the way, for coming here today. Those of us who believe in this effort like to know how it's working. We developed these programs and like to see how they're working, and you're good evidence that our hopes are being realized. You're realizing our hopes for the program.

Now, Charlene, will you tell us your experience?

Ms. SIMS. My name is Charlene Sims.

The CHAIRMAN. Where are you from, Charlene?

Ms. SIMS. New Brunswick.

The CHAIRMAN. I see.

Ms. SIMS. I work for the New Brunswick Board of Education, sponsored by CETA. My title is administrative assistant.

I have just completed my senior year in high school, and I want to continue my education. I will go to college this fall to major in business administration.

The CHAIRMAN. You've been admitted to what college?

Ms. SIMS. Morgan.

The CHAIRMAN. And how long have you been part of the Advisory Council?

Ms. SIMS. A year.

The CHAIRMAN. Do you think it's important to have someone, one of the youths, on the Advisory Council and giving advice and making observations?

Ms. SIMS. I learned a lot. I see how they communicate together, how they accept proposals, and what they have to go through to be accepted. I met a lot of interesting people and went to a lot of interesting places. They took us on some tours of some very interesting places.

The CHAIRMAN. What are your career ambitions, Charlene?

Ms. SIMS. I want to work for a big company, and I want to be a business administrator. I work for the YETP office, which gives out the jobs to the different youths. I am also a YETP participant.

The CHAIRMAN. Excellent.

Now, Zoromae, would you tell us about yourself and where you're a participant in the CETA program? You're a neighbor of mine—I didn't know that until today.

Ms. GLENN. I'm a neighbor of yours?

The CHAIRMAN. You live in the same county, Somerville. I'm just a few miles away in Bedminster.

Ms. GLENN. I wish I did, but I'm from New Brunswick.

The CHAIRMAN. Oh, I see. You're there by day, but go back to New Brunswick for residence; is that it?

Ms. GLENN. No.

The CHAIRMAN. Why have we got you——

Ms. GLENN. I'm in New Brunswick.

The CHAIRMAN. We've got you in Somerville.

Ms. GLENN. I'm from New Brunswick.

The CHAIRMAN. Well, that's our loss. I'll tell you, it's a nice county, too. But, I found Middlesex County more hospitable to me—you see, I'm a politician.

You all employ me. More people want me to be employed in this job in Middlesex than in Somerset. [Laughter.]

All right. Now that we have relocated you, what is your activity?

Ms. GLENN. I'm a trainee at OIC, and I'm a—there's no special work, but I'm doing reports now.

The CHAIRMAN. I see. What are the subjects?

Ms. GLENN. The subjects there that they teach?

The CHAIRMAN. That do you research?

Ms. GLENN. Well, I'm looking for jobs for the other students who don't have jobs, like ads in the paper. We look up jobs and get our employment specialist, and he telephones the people to get interviews for the students and myself.

The CHAIRMAN. Have you been successful in locating employment for people?

Ms. GLENN. Yes.

The CHAIRMAN. Very good.

How long have you been at OIC?

Ms. GLENN. Since February.

The CHAIRMAN. And how long will you remain there?

Ms. GLENN. Until September, and if it stays open longer.

The CHAIRMAN. And then where? After that.

Ms. GLENN. I would like to stay there. I love it there.

The CHAIRMAN. What will be your ambition if you don't stay at OIC?

Ms. GLENN. Oh, I guess I'll go on to college, and I'll enter criminal justice.

The CHAIRMAN. Have you applied?

Ms. GLENN. Yes; I have applied to colleges, and I've been accepted to several colleges, but I haven't, you know, made my choice which one I want.

The CHAIRMAN. Criminal justice?

Ms. GLENN. Yes.

The CHAIRMAN. Is this training you're in now, in your work activity, a help?

Ms. GLENN. Yes, very much.

The CHAIRMAN. There are many areas in criminal justice; have you isolated any in particular that you would like to do?

Ms. GLENN. Well, I was thinking about working with juveniles. The work I'm doing now, we're covering office work, and such things as that. A police officer, Donnie Berman, from New Brunswick, he came and talked to me about it, explaining the things that I would have to do.

You know, he told me that some of the work I'm doing now will help.

The CHAIRMAN. Very good. Excellent.

I met a young lady, she's the assistant prosecutor in Burlington County, and juvenile justice is her work.

It is very, very important to have wise counsel and sensitivity with these young people. People who are having problems might find that there are things they can do to finally eliminate problems in their lives, right?

Ms. GLENN. Right.

The CHAIRMAN. Is that what you want to do, be part of the problem-solving for people?

Ms. GLENN. Well, if I can, I'll try to change the world just a little at a time.

The CHAIRMAN. Very good.

Now, everybody has spoken, and it's 12:15. I told you that you would be able to leave at quarter to 12.

You don't mind that extra half-hour, do you? It's overtime. When you get back to work, say you're entitled to overtime. [Laughter.]

Cathy?

Ms. JASMIN. I have one thing to say about the program. The program helped me in preparing myself for interviews with people.

But, I think that they should have a job placement service for the people that are in the program, to help them find jobs; and day care centers for those who have children and have problems finding baby-sitters to enter the program.

And they should have some kind of educational benefits within the program.

The CHAIRMAN. Education is an important part of the program.

We've discovered that with George. He would like to have more, both occupational training and classroom training that you need, and that you haven't received.

Mr. CRUZ. Right.

Ms. JASMIN. I also think they need job placement service.

The CHAIRMAN. Job placement service?

Ms. JASMIN. Yes, because here in the program—they prepare you, in the program that I'm into—first they help you select what career you want to get into, then they help you with processing—like preparing yourself for interviews and research—but, after that, looking for a job, it's not very easy with my qualifications that I have.

So, like, I'm looking on my own—and they're helping me a little but I haven't gotten any satisfaction from that.

The CHAIRMAN. Thank you very, very much.

This concludes our hearing, which has been very, very productive and instructive. We will include in the record at this point additional material submitted by persons absent.

[The following was subsequently supplied for the record:]

OFFICE OF THE MAYOR

JOHN J. CASSIDY
MAYOR
1 MAIN STREET
WOODBRIDGE, N. J. 07095

COMMENTS BY WOODBRIDGE TOWNSHIP
MAYOR JOHN J. CASSIDY BEFORE THE
HUMAN RESOURCES COMMITTEE OF U.S.
SENATOR HARRISON WILLIAMS

Monday July 31, 1978
9:00 A.M.
Perth Amboy, New Jersey - City Hall

Mr. Chairman, my name is John Szilagyi. I am the Assistant Business Administrator for the Township of Woodbridge in the State of New Jersey. I am here to present the prepared statement of John J. Cassidy, Mayor of Woodbridge Township who regretfully is unable to appear in person due to prior committments. Following is Mayor Cassidy's prepared statement:

Almost 300 economically disadvantaged Woodbridge Township youngsters between the ages of 14 and 21 are gainfully employed this summer thanks to the federally funded 1978 Summer Program for Economically Disadvantaged youths (SPEDY).

Since 1966, this current program and the former federally funded Neighborhood Youth Corps program has provided job opportunities for over 5,000 economically disadvantaged youths in the Township of Woodbridge.

The community service jobs under this program are coordinated to provide participating youths with meaningful supervised training, opportunities to earn income needed for post high school study and for work experience necessary for regular employment after graduation.

Job assignments include secretarial duties in various township administrative offices, library assistants, mail room and office services, Police Department traffic control signs, park counseling, public building and grounds maintenance.

Through the guidance and interest of job site supervisors and counselors, enrollees are afforded the opportunity not only to learn marketable job skills, but also self respect and a sense of belonging that are musts for good citzenship.

A goal of my Mayor's Office is to give the youth of Woodbridge Township continuing encouragement and assistance in developing job skills for future employment. The success of the Woodbridge Township portion of the SPEDY program is evident.

I strongly urge the continuation of this youth corps program.

Respectfully submitted,

John J. Cassidy,
Mayor of Woodbridge

CENTRAL NEW JERSEY
OIC

"We Help Ourselves"

Rev. Leon Sullivan
Founder - National
Chairman of the Board
OIC's of America

William J. Brown, Jr.
Chairman, Board of Directors
CNJ O.I.C.

(201) 526-1988-89

5 Paterson St.
New Brunswick, NJ
Geraldine N. Harvey
Executive Director

July 28, 1978

Senator Harrison Williams
U.S. Senate Building
Washington, D.C.

Dear Senator Williams:

I am writing this letter to you, Senator Williams to express my feelings on the CETA program operated by Central New Jersey Opportunities Industrialization Center.

I was asked by my Instructor Coordinator to answer some questions regarding my feelings about the program. O.I.C. has opened my eyes to both the political and social problems facing youth today I hope that the information that I enclosed is helpful, and I hope that programs such as YETP be funded to aid those of us who would not otherwise receive this kind of support

I look forward with anticipation to meeting you on Monday, July 31, 1978.

Sincerely yours,

Zorenae Glenn

Zorenae Glenn

When I first arrived at O.I.C., I was very disappointed in the place, I expected a much better building, not the basement of a Church. But the day I was hired it was kind of different. There were very few people. They kept saying, "We're a family!" As time went on more students came in and it really did become a big family. We didn't have all the equipment we needed, but Karen Griffiths, a determined teacher, provided her students with books and other things that were needed. I knew Karen was a good teacher, because she gave me and the others special help which was, and is needed. We all came to O.I.C. for help because we were high school drop-outs or the school we were attending was not fulfilling our needs. O.I.C. is an opportunity. It fulfilled my needs and expanded my brain a lot. I really want to thank Karen for her patience and understanding with all of the students. Most of the students and I are working hard trying to get our GED by the end of the program. Karen has shown us our work proving our reading, math, etc... was below average when we started the program. Some of the trainees who have left the program have good jobs because their reading and math levels were raised in the program. The trainees also learn what they need to know that will be helpful to them in the future because the YETP staff gives their time and knowledge to help us.

The reason I droped out of school was I couldn't take orders. I also had family problems, which did not help me any. I knew my education was at stake but there was no reason for me to stay if I wasn't going to learn. Most people think there is no use for a high school drop-out which is true. But when you try,I feel you can make it. O.I.C. helped me thru a lot. There is special help at O.I.C., and without it some of the students and myself would be back on the streets. Mr. Carroll Thomas, the Instructor Coordinator, has become my friend, and has helped me many times. Mr. Thomas, as far as I can see is a dedicated man, which is needed. A lot of students and myself appreciate him as a boss and a friend.

Mr. James Wilson, as my Employment Specialist, has been very helpful. He has also come to my aid many times. James got me a job at Chicopee, which I thought I was ready for, but I got fired because of my tardiness and one (1) day's absence chich wasn't excusable. My point is preparation and help is really given by O.I.C.

There have been times when the staff has helped myself and others thru our ups and downs and it's really hard to look at yourself and not know who you are and where you are going in life. Most of the students are able to face <u>half</u> of the side of reality. A lot more time is needed and would be appreciated.

When I was in school I had a lot of problems getting it together There was always a lack of help or the teachers never responded to my needs. There were many students in the same situation as myself, and all of this led to skipping school, skipping classes which would lead to suspension. It was all because of a lack of help. There was never any aid really. Everything was on the students.

All of the students here at O.I.C. get special attention. The special counseling helps the students and staff to get to know each other. I feel that this program has done a lot for me and others. The lessons which are being taught are "Self-awareness" and "Self-development". The lessons are really needed, because half of the students don't know who they really are and what they want out of life. I have been in this program since the beginning and I needed my brain to expand. Slowly but surely I learned things old and new!

The kind of job I would have liked was being a Police Woman. Then my dreams would have been fulfilled. Now that I am at O.I.C., it is helping me towards my goal - office and clerical work, talking and meeting different people. O.I.C. really doesn't have a lack of anything. The only real problem that I can think of would be if the program closes down. The students will be in the streets again selling dope, stealing, mugging etc... The students are really getting it together now because of O.I.C.

O.I.C. hasn't been successful in day care services and medical services, which are sorely needed. Mothers need someone to look after their children so that they can attend classes and get help instead of just watching their children. Some of the students also need glasses because they can't see good enough to read their books. Some students also have hearing problems, or need medical attention, there should be some help for them.

These are some of the answers I received from other students when I asked what they would do if O.I.C. closed up.

COOKIE:

I have two children, if O.I.C. closes up I'll be unemployed and I will be nowhere. I will have to start over again. There is not enough money to buy clothes for the kids or food. It goes mostly to rent. I am very satisfied with O.I.C. I enjoy working here. I get a good education and without the program I won't get my GED.

BERLINDA:

Living with parents is great but they need my help with the bills. I try to help as best I can, but without a GED or an education I can not get a good job. And I can not get a job without O.I.C. helping me.

Perth Amboy Board of Education S.P E D Y
1978

The P.A. SPEDY program is the largest in Middlesex County with 550 participants. Participants are working at 60 sites, doing a variety of jobs. Beginning with an archeological dig and going into a vocational exploration program, participants are learining and experiencing a multitude of jobs and performing a variety of tasks. Participants' jobs include teacher aides, secretarial functions, maintenance, food service, recreation, day care workers, mechanics, nurse's aides, x-ray aides, and printers. The participants at the archeological dig are not only searching for artifacts but studying the history and culture of Perth Amboy and New Jersey. A group of bilingual students are undergoing an intensive reading and language program to remediate their language handicap. Eighty 14 and 15 year old participants are enrolled in a vocational exploration program at Middlesex County Vocational & Technical High School. They are exploring the career field of auto mechanics, carpentry, sheetmetal, machine shop, and electricity for five hours per day. Other participants are working at day care center and another group is running a summer camp program for 6-10 year olds. This is only a sampling of the kinds of tasks and experiences in which the participants are involved.

Another facet of S.P.E.D.Y. is our in school conponent. students must come to classroom sessions for 2½ hours per week. The classes include art, industrial arts, clerical, and physical education. The focus of the class sessions is enrichment and remediation. Students select the area of study and continue in the classroom for eight session. During the class sessions a "Family Planning Orientation" is being conducted to make students aware of the sex education program conducted at Perth Amboy Hospital. A three hour labor market orientation is planned for participants to review job hunting techniques. The participants will address such concerns as "Who Gets Hired", "Problems on the Jobs," and what personnel departments look for in job applicants.

Our staff of seven senior counselors, four instructors, and 14 college students who serve as junior counselors coordinate activities and programs for this massive operation. Working with site supervisor to plan work schedules and training activities the senior counselors function as an intregal cog in this planning process. Another major role of the senior counselors is to serve as ambudsmen, to preserve order and peace within the program. The staff also works with the Juvenile Aid Bureau and the Special Services Department of the Public Schools to handle individual cases of students with special problems.

One factor that is usually overlooked in evaluating a program is the amount of work performed by the participants and the rapport that is established in the performance of their duties. Perth Amboy is a better place because of the efforts of the SPEDY participants. The town is cleaner and many essential maintenance programs have been instituted. Thousands of younger children have been helped in the areas of recreation, education, and day care. The good will fostered by the close relationships of adult and teenagers, employer and employee, friend and confident will break down the barriers in bridging the gap from school to the world of work.

It is difficult to summarize the day to day operation of a program such as S.P.E.D.Y. I would invite interested people to spend a day with us to learn first hand the problems, the successes, the heart aches, and triumphs which we meet in the operation of the program.

Perth Amboy Board of Education

Youth Employment & Training Program Y.E.T.P.

Middlesex County CETA contracted five Y.E.T.P. throughout the county on Feb. 1. 1978. Perth Amboy was granted the largest program, initially 100 slots but later increased to 125 after other contractors did not meet their hiring goals. The Y.E.T.P. is designed to employ in school economically disadvantaged youth between the ages to 16 through 19 with the major effort being to prepare the participants to be job ready to enter the private labor market. Perth Amboy has 33 job sites with jobs in the clerical maintenance and social services areas. Participants were paid for a 15 hour week which included 10 hours of work two hours of classroom training, and one hour of guidance and counseling. Classroom training is conducted by certified teachers whose primary goal was to develope entry level skills in the area of the students choice. Instructors devoted time to maintaining and improving skills needed so the participants could better perform their jobs.

The guidance sessions were the heart of the program. Pre- and post-testing on the Crites Test and diagnostic testing on E.T.S.'s Decision Making and Employability Skills Program serve as criteria for program planning. the project director and four counselors have developed programs in values clarification, drugs, marriage & Family counseling, money management, and personal counseling to better prepare the participants for the world of work.

The Y.E.T.P. is a year round program with this year's contract ending on Sept. 30,1978. As of Aug. 1,1978 a total of 150 participants have been enrolled in the program. Three students have dropped out of school, one of these three entering U.S. Army. Many have obtained part time jobs in the private sector through our job placement service. Several of our graduating seniors have obtained full time employment or are now preparing to enter college because of our counseling and guidance services. Evaluation is a continuous process as we strive to improve our program. We have tried innovative methods in seeking to help students. CETA funds have given us the opportunity to implement our ideas, and to help disadvantaged youth stay in school.
Without CETA funds this program could never have been implemented.

Robert S. Estok
Job Placement Coordinator CETA youth programs
Perth Amboy Public Schools
Perth Amboy, New Jersey.

United States of America

Congressional Record

PROCEEDINGS AND DEBATES OF THE 95th CONGRESS, SECOND SESSION

Vol. 124 WASHINGTON, TUESDAY, AUGUST 8, 1978 No. 123

Senate

EXEMPLARY YOUTH EMPLOYMENT PROGRAMS

● Mr. WILLIAMS. Mr. President, figures released by the Bureau of Labor Statistics for the month of July showed a disheartening rise in unemployment among teenagers from 14.2 to 16.3 percent during the month. At this level, it is more than 2½ times the rate of the labor force as a whole. Among minority teenagers, unemployment in July persisted at a tragic 37 percent, and it ranged up to more than 50 percent. Among minority young women and residents of both sexes in poverty neighborhoods.

The scope and severity of youth unemployment is a blight on the Nation's social and economic well-being. But more important, in my view, are the personal consequences for young Americans in terms of opportunities lost, human potential wasted, and the prospects of living in deprivation and discouragement.

The Senate Committee on Human Resources met in Perth Amboy, N.J., on July 31, to examine the human toll that these figures represent. At the hearing we received frank assessments of Federal employment and training programs from the county prime sponsor, local educators, leaders of community based organizations, program agents, and youth themselves. They explored major policy questions relating to youth unemployment and the degree to which the CETA programs, including the new youth programs under the Youth Employment and Demonstration Projects Act (YEDPA), are operating at the local level to provide answers.

The Senate should be alert to our findings when it considers S. 2570, to revise and extend the programs authorized under the Comprehensive Employment and Training Act of 1973 (CETA).

First, many youth cannot, on their own, surmount the employment obstacles that they face. Targeted and concerted assistance is needed in many areas. Federal assistance for employment and training programs has provided the initiative for local officials to coordinate education and work programs and to help youth make the transition from school to full-time employment. CETA programs have provided fundamental work skills, including location work attitudes and self-discipline to work, plus the employer prejudice against youth for their lack of experience.

Unfortunately, minority youths who lack skills and experience continue to face the additional barrier of discrimination. Fortunately, they understand the words of the Reverend Jesse Jackson that "to make it" you have to be better than "just as good." The CETA programs have begun to provide a channel to the job skills necessary to translate youths' real effort into real reward.

Second, most youth cannot be tracked on a path toward superior achievement unless employment opportunities, and the skill training and personal development for getting and holding them, are made available. Witness after witness reported to the committee that youth respond well when they are given a chance to prove themselves and when the ground rules of the world of work are explicit.

Third, we were told that the opportunities provided under YEDPA make a real difference. Emphasis on training and personal development enables disadvantaged youth to enhance their chances for job placements and advancement. But, the committee was warned against legislating performance standards and eligibility criteria that would encourage "creaming" the most qualified youth to fill the programs, short changing the disadvantaged youths who need it most.

In connection with the hearing, I inspected youth job and training projects at A. Chester Redshaw School in New Brunswick. Two model programs are run at Redshaw under the CETA canopy—one a Youth Community Conservation and Improvement Project (YCCIP), employing youth to paint, sand, spackle, and refurbish scarred classrooms; and the other a Summer Program for Economically Disadvantaged Youth (SPEDY), employing 90 youths in the seventh and eighth grades to paint and varnish school furniture, construct protective screens for windows, paint murals, install tile floors in the school, and learn administrative and clerical skills. Work teams also fix and refinish toys for the kindergarten classes, manufacture nameplates and ID cards, and provide general maintenance of the facilities.

Describing the unique features of this model SPEDY program requires an understanding of its outstanding director, Ken Wood. He empathizes with his unemployed youth. Unemployed himself in the late 60's, Ken found work as a security aide during the civil disturbances in New Brunswick in 1968. With a chance to work, Ken put himself through school and earned his teaching credentials. Ken used these credentials to open the door of opportunity, through which he had struggled, for other disadvantaged youth. The SPEDY program has enabled Ken to pursue his mission.

The model work site in his program is first of all an organized world. Time is carefully structured, work roles are made clear, and the basic fundamentals of good nutrition, exercise, teamwork, and motivation are stressed.

Ken emphasizes the importance of group identity and of learning to work together. The young workers eat together, discuss values and attitudes, and report on the program's progress as a whole. Then the group breaks down into separate work units with individual assignments.

As youth gain more experience in the program, Ken assigns them special responsibilities. Youth group leaders are in charge of a unit's output and overall work performance.

The classroom phase of this employment exploration program covers personal grooming, personal finances, language of work, safety techniques, reading and arithmetic, sex discrimination, applications and résumés, and a host of other considerations that are important to employability.

The results of the program are striking. Not only have the youth gained marketable job skills, but also they have developed personal strength with their commitment to self-improvement and initiative. Ken feels that the program rounds out their educational experience and provides the momentum of self-development needed for future employment success.

As I moved from work station to work station, the youth came forward to introduce themselves and their coworkers without coaxing. I saw pride replacing hesitancy. These young people were convinced that they were being given a chance and that they were doing a good job, and they were determined to make the most of it.

Mr. Carl Frank supervises the group of young people enrolled in the YCCIP program, who are renovating the school, its classrooms, halls, auditorium, and office space. The participants are learning the skills of painting, plastering, and refinishing with experience that they can translate to permanent employment after the program's term.

Because of their efforts, Redshaw

School will open this fall with freshly painted classrooms and with an environment that is more conducive to learning. Their work enabled New Brunswick to use a valuable structure that might otherwise have fallen into disuse.

I was interested to learn what the school's rebirth meant to the YCCIP and SPEDY youth who had renewed it. Mr. Frank put it this way:

These kids are really protective. They won't let anybody touch this place if they see anybody messing up something they've been working on, they go crazy.

Mr. President, we have made progress over the past year by mounting the broadest and most significant national offensive against youth unemployment in 45 years. New programs enacted last year in the Youth Employment and Demonstration Project Act (YEDPA), and youth services under the Comprehensive Employment and Training Act (CETA) were greatly expanded.

As a result, more than 2.3 million young people have received employment and training opportunities under Federal programs in the first 8 months of this year. This figure is more than four times the number served under Federal programs that were operating before CETA was enacted in 1974.

The fruits of these efforts will provide a better understanding of youth in the workplace and of their expectations and aspirations for the future.

Once the formative years of youth are lost, the promise rekindled by programs such as we saw at the Redshaw School are lost.

I am proud of what is happening at Redshaw School. It is an indication of what can be done through Federal programs to support innovative and inspirational efforts by local manpower developers and educators.

The youth who participated in the programs need some dedicated guidance to find out what their options can be for building a satisfying career and a bright future. Ken Wood and Carl Frank have given countless hours of their own effort toward the success of these programs, and they are to be commended.

Mr. Wood and Mr. Frank have sent a message that the job will be a difficult one. It takes long hours and great patience. I believe that their experience can add a valuable human dimension to our understanding of participant needs in Federal youth programs.

Mr. President, I ask that the planning outline for the Redshaw School SPEDY program be printed in the Record.

The outline follows:

Overview

For years now there has been dissatisfaction with some of the results of the Summer Youth Employment Programs around the country. New directions and new programs have been initiated at various times in an effort to revise and upgrade the services provided by Federal Funds. This year we will provide for the "new kid on the job" more than "shop work".

It is the hope of the Redshaw team to provide the disadvantaged youth with the means to fulfill their roles in today's society. Our experience has been that the disadvantaged are more attentive in an environment that is physically realistic and rewarding.

By forming a consortium, we plan to refurbish and renovate the Junior High School (as much as time will allow). Teams of enrollees will:

1. Paint and plaster the entire school.
2. Murals and positive slogans will be affixed to heavy traffic areas.
3. Ground level windows will be screened.
4. At least two doors will be installed.
5. Name plates will be fabricated.
6. General building maintenance for opening in September.
7. Fix and refinish toys for younger children.

All this, in addition to physical fitness, remedial education, career education and parental input (surveys).

Most programs offer written evaluations; we at Redshaw offer "Living Proof" for all to see upon your visit.

It is our way of meeting some of the needs of our youth, that is, to oneself, to the employer, to one's family, and to the community.

Redshaw Career Development Summer Work Study

The Career Education Department will be conducting its Summer Program entitled "Occupational Exploration" at the A. Chester Redshaw School during the period of July 5, 1978 through August 11, 1978. It attempts to make all enrollees more adequately prepared to cope with today's complex society, to acquire new skills while giving them essential academic soi_, not matter. Enrollees are more aware of their needs, interests and abilities. The ultimate aim is having them find their proper role in society, either through a job or by continuing their education.

The establishment of a production atmosphere, with a variety of experiences and pressures, expose enrollees to situations they can expect in the work world. A general description of the program is as follows:

a. Purpose

To provide pre-eighth and ninth grade students with an opportunity to explore careers in occupations by exposing them to hands-on experience in at least five Shop/Lab areas. Their first exposure to the world of work.

To provide pre-tenth, eleventh, and twelfth grade students with an opportunity to explore the para-professional program—that is, peer counselors.

To provide the youth of New Brunswick with skills training, remedial education, useful work experience and labor orientation which will lead to the advancement of occupational opportunities in the Labor Market.

To provide enrollees with increasing amounts of responsibility as the enrollees progress through the academic curriculum.

b. Overall objectives

At the end of the summer program, the enrollee should:

1. Be able to list a step-by-step process for locating and selecting a job.

2. Be able to fill out an application and have an interview for a job which is satisfactory to any given interviewer representing a community business.

3. Be exposed to the demands and expectations of employers and co-workers and be able to list at least seven—deciding whether they can meet any or all of them, and

4. Be able to identify at least one job that may be partially meaningful to them based on self-fulfilling benefits and monetary benefits.

c. Occupational areas

Woodworking, Carpentry
General Building Maintenance
Painting
Clerical
Graphic Arts
Store Clerk
Plastics

d. Purpose

New Brunswick Board of Education is the prime operator with grants from federal, state, and local agencies providing the funding.

One hundred (100) students funded by Middlesex County CETA Summer Program for Economically Disadvantaged Youth (SPEDY).

The Program is divided into two phases:

1. Simulated Work Phase—Employment Preparation, Vocabulary Development, Classroom Safety, and Assembly Line Operation.

2. Basic Skill Phase—Provides basic skills in the occupational areas for which they have shown interest and aptitude.

The simulated work phase establishes conditions as nearly like a real work situation as possible. The atmosphere is one of work rather than of school. The establishment of various kinds of simulated work situations does not require complex equipment. Enrollees are cycled through the work stations. As aptitudes reveal themselves, some will be given inspection and supervisory responsibilities.

The Basic Skill Phase begins with an enrollee demonstrates that he or she has acquired good work habits and attitudes.

Emphasis will be placed on the two new components added last year; trainee instruction and sex-stereotyping.

a. Trainee instruction—this form of individualized instruction is characterized by merely permitting one trainee to teach another. By using advanced trainees to aid other trainees, both parties benefit.

b. Sex-stereotyping—designed to make program participants aware of possible non-traditional careers (women and men) and to give them the opportunity to explore non-traditional careers through related work/study activities.

In addition a consortium was formed with YETP, YCCIP, Work/Study, and Building Maintenance.

e. Enrollees hired

Two (2) YETP enrollees, funded by CETA.

Fifteen (15) YCCIP enrollees, funded by CETA.

One (1) Work/Study enrollee funded by State Vocational Education Department.

f. Evaluation

1. Individual Evaluation—Use of performance checklists; subjective nature of evaluation of personal and social skills; and discussion with each participant of their evaluation and recommendations.

2. Program Evaluation—Importance of the opinions of others in the evaluation process.

3. Follow-Up—Responding in questionnaires and surveys.

The Staff at Redshaw consists of:

Kenneth F. Wood, On-Site Supervisor/Coordinator.

Elliot White/production, Occupational Exploration Instructor.

Peggy Dulin/business, Occupational Exploration Instructor.

Henry Boswell/career development, Occupational Exploration Instructor.

Michael Onuska, for YETP—Program Director.

Carl Frank, for YCCIP—Supervisor.

Robert Bornstein, for Work/Study—Counselor.

Clarence James, for Building and Grounds.

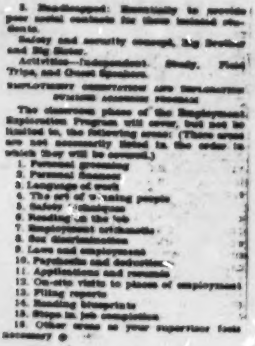
Attached Summer Academic Program, A Preliminary Survey, A Flow Chart, Peer Counselor Outline and Participant Evaluation.

Para-Professional Work

Training adolescents as peer counselors—

1. Communication Skills: Verbal one-to-one conversations, Behavioral communication, and Communications with small and large groups.

2. Decision-making applied to working on common problems: Family difficulties, Peer relationships, and School problems (being a new student, cliques, etc.).



The CHAIRMAN. I thank you all. Good luck to you.
[The hearing was adjourned at 12:20 p.m.]